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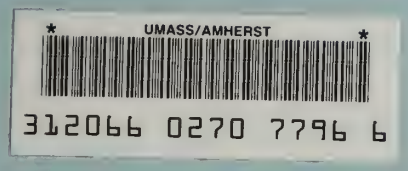

Massachusetts Department of Revenue *Division of Local Services*
Frederick A. Laskey, Commissioner Joseph J. Chessey, Jr., Deputy Commissioner

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Milton Public Schools Review

Executive Order 393

Education Management Accountability Board Report
September 1999

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I. Introduction

The Massachusetts Education Reform Act (MERA) of 1993 has three major goals: to increase student achievement; to achieve adequate funding for all local and regional school districts over a seven-year period; and to bring equity to local taxation efforts based on a community's ability to pay. In February 1997, the Governor issued Executive Order 393 to evaluate the education reform program that was nearing the end of its fourth year. In FY98, Massachusetts General Laws (M.G.L.) Ch. 70 state aid for education reached $2.3 billion. With an investment of this magnitude in the Commonwealth's schools, it is critical to "review, investigate and report on the expenditures of funds by school districts, including regional school districts, consistent with the goals of improving student achievement." To that end, Executive Order 393 established the Education Management Accountability Board (EMAB).

The Secretary of Administration and Finance, serving as chief of staff to the EMAB, selected a team of auditors from the Department of Revenue's (DOR) Division of Local Services (DLS) to conduct the school district reviews. DOR's Director of Accounts is the chief investigator with authority to examine municipal and school department accounts and transactions pursuant to M.G.L. Ch. 44, §§45 and 46A. The reviews are conducted in consultation with the State Auditor and the Commissioner of Education.

The Milton Public Schools (MPS) is the fourteenth school district reviewed under Executive Order 393. The audit team began the review of MPS in May 1999, and completed it in June 1999. As part of this review, the audit team conducted a confidential survey of employees of the school district and included the results in this report. School officials cooperated fully with the audit team.

The Executive Summary includes some of the more significant observations and findings of the review of MPS's operations. When possible, the audit team has identified and presented best practices which may be adapted by other school districts. The report discusses all results, best practices and deficiencies, if any, in greater detail in the "General Conditions and Findings" section.

II. Executive Summary

SUMMARY

Milton has made progress in achieving several key goals of education reform. A relatively affluent community, MPS has not received significant increases in state aid. It has focused on managerial accountability and curriculum improvement. Milton has maintained higher than state average test scores. Student to teacher ratios have risen slowly as enrollment has increased.

Enrollment has increased by 38.7% from 1989 to 1998, more than twice the state average of 15.1%. MPS increased its combined municipal and school committee school district spending by $7.8 million from FY93 to FY98, from $17.0 million to $24.8 million. State aid provided only $1 million of that increase. The MPS all student/all teacher ratio has slowly risen to 16.1:1, higher than the state ratio of 14:1. Spending has been above the foundation budget target; however, it is significantly below the target in four key areas.

Principals are all under individual contracts. Written performance evaluations are used and salary increases are tied to performance. MPS continues to review its curriculum to align it with the state frameworks. Average teacher salary approximated the state average for FY98.

MPS test scores exceed the state averages. In 1996, grades 4 and 8 MEAP scores exceeded the state averages significantly in all areas. The recently released MCAS scores show that the district scored above the state average scaled scores for all grades in all areas.

Less progress has been made in modernizing facilities that are in need of renovation. The school district has and is utilizing old and outdated textbooks. Some texts were published in the 1980's, and some even in the 1970's.

THE FOUNDATION BUDGET

- MPS has exceeded the net school spending requirements as determined by the Department of Education (DOE) for FY94 through FY98. In FY98, the district's local and state percentages of actual net school spending were 91.2 percent and 8.8 percent respectively [See Section 5]

- FY97 SPED costs on a program basis accounted for $2.2 million or 12.9 percent of the school budget including transportation and increased to $3.9 million or 15.7 percent in FY98. [See Section 22]

- The foundation budget does not mandate spending in any specific category. However, to encourage appropriate levels of spending, M.G.L. Ch. 70, §9 requires that a school district report to the Commissioner of Education when it has failed to meet foundation budget spending levels for professional development, books, instructional equipment, extended/expanded programs and extraordinary maintenance. MPS did not meet these levels from FY94 to FY98. MPS also did not file a report as required by law nor did DOE direct it to do so. Total spending exceeded the total foundation budget from FY94 to FY98. [See Section 7 and Appendix B1]

STUDENT ACHIEVEMENT

- MPS test scores are above the state average. Recently released MCAS scores show that MPS scored above the state average scaled scores for all grades in all areas. SAT combined scores for 1998 exceeded the state average by 19 points. MEAP scores for 1996 exceeded state averages in all areas. The 1997 statewide Iowa tests indicated that 86 percent of MPS grade 3 students scored at the higher reading skill levels of "proficient" and "advanced" versus the state average of 75 percent. MPS grade 10 students scored at the 81 percentile in the Iowa achievement test when compared to a representative national sample of students. [See Section 16 and Appendices C and F]

STUDENT/FTE TEACHER STAFFING

- Between FY89 and FY98, the total number of FTE teachers increased by 37.3, or 18.0 percent, from 207.0 to 244.3. However, the all students/all FTE teachers ratio increased from 13.7:1 in FY89 to 16.1:1 in FY98, due to increasing enrollments, limited ability to expand classrooms and lack of adequate funding for additional teachers. This ratio is above the state average of 14.5:1 reported for FY97. [See Section 8]

TEACHER COMPENSATION

- Between FY93 and FY98, expenditures for salaries rose $4.2 million or 35.3 percent. Total teaching salaries rose $3.2 million or 40.0 percent, reflecting additional spending for new staff as well as pay raises in teachers' contracts. Union contract annual increases plus step increases for teachers have increased by 47.2 percent for the six year period 1993 to 1998. MPS FY97 average teacher salary reported to DOE of $41,892 was $982 less than the state average of $42,874. [See Section 9]

PROFESSIONAL DEVELOPMENT

- MPS has not met the professional development legal minimum spending requirements for FY95 to FY98 nor the foundation budget targets from FY94 to FY98. Expenditures in FY94 were zero percent of the foundation budget for professional development and 23.5 percent in FY98. [See Sections 7 and 10]

TIME AND LEARNING

- MPS met DOE's high school time requirement of 990 hours per year for the 1998/99 school year with a schedule of 995.3 hours. The middle school standard of 990 hours was met with the minimum of 990 hours. The elementary school standard of 900 hours was exceeded by 35 hours while the kindergarten exceeded the standard by nine hours. [See Section 12]

DISTRICT ISSUES

- In reviewing the accuracy of expenditure reports submitted to DOE, the audit team noted that the 1994-95 Net School Spending Schedule on the End of Year Report did not report expenditures properly. The schedule failed to include $1.1 million of expenditures for the town's administration, attendance, health and maintenance expenditures for the schools. The business manager stated that this was a programming error because the expenditures were included on Schedule 1 of the End of Year Report and these expenditures should have been automatically transferred to the Net School Spending Schedule.

- During the course of the audit team's fieldwork, the Superintendent informed the audit team that the assistant business manager, the administrator of buildings and grounds and the food service director were dismissed for alleged improprieties.

BEST PRACTICES

- Administrators and principals work under individual contracts. Contracts are similar in structure and content. Contracts have attachments containing specific language for performance goals and standards. Specific goals and evaluation criteria are part of contracts and are agreed to by the principals and the Superintendent annually. The Superintendent utilizes written evaluation procedures. Principals have had individual contracts since 1994. Increases are tied to annual performance evaluations and in FY98 ranged from zero to five percent. The Superintendent is taking advantage of the management tools granted by the Education Reform Act since salary increases are tied to performance. [See Section 17]

- Students in the MPS system have three distinct opportunities to begin their study of foreign languages. Students in grade one may enter the French Immersion Program wherein all instruction with the exception of art, music and physical education is taught in French. The second opportunity begins in grade six. Students not enrolled in the French Immersion program may begin to study either French, Spanish or Latin. In grade nine, all students may add a second foreign language thus making it possible for all students to take an additional Advanced Placement class in a second foreign language.

Auditee's Response

The audit team held an exit conference with the Superintendent and the assistant superintendent on August 26th, 1999. The team invited MPS to suggest specific technical corrections and make a formal written response. Comments were received, changes were made as a result of these comments. A revised report was provided to the Superintendent. The Superintendent's additional comments are included in Appendix G.

Review Scope

In preparation for the school district reviews, the audit team held meetings with officials from DOE, the State Auditor's Office and other statewide organizations such as the Massachusetts Taxpayers Foundation, the Massachusetts Municipal Association and the Massachusetts Association of School Superintendents. The audit team also researched published reports on educational and financial issues to prepare for the school district reviews.

The audit team met with the private audit firm that conducts financial audits of MPS. In addition, DOE provided data including the end-of-year reports, foundation budgets, evaluations of test results for MPS students, and statewide comparative data. The DOR's Division of Local Services Municipal Data Bank provided demographic information, community profiles and overall state aid data. While on site, the audit team interviewed officials including, but not limited to, the school committee chair, the school Superintendent, the assistant superintendents, principals, director of computer services and curriculum personnel. Documents reviewed included both vendor and personnel contracts, invoices, payroll data, statistics on students and teachers as well as test results and reports submitted to DOE.

In keeping with the goals set out by the EMAB, the school district review was designed to determine whether or not basic financial goals related to education reform have been met. The audit team gathered data related to performance such as test scores, student to teacher ratios and class sizes to show results and operational trends. However, this report does not intend to present a definitive opinion regarding the quality of education in MPS, or its successes or failures in meeting particular education reform goals. Rather, it is intended to present a relevant summary of data to the EMAB for evaluation and comparison purposes.

The focus of this review was on operational issues. It did not encompass all of the tests that are normally part of a year-end financial audit such as: review of internal controls; cash reconciliation of accounts; testing compliance with purchasing and expenditure laws

and regulations; and generally accepted accounting practices. The audit team tested financial transactions on a limited basis only. The audit team also excluded federal grants, revolving accounts and student activity accounts. The audit team did not test statistical data relating to enrollment, test scores and other measures of achievement. This report is intended for the information and use of EMAB and MPS. However, this report is a matter of public record and its distribution is not limited.

III. General Conditions and Findings

1. Milton Overview

Milton, incorporated as a town in 1662, is a suburban community located eight miles southeast of Boston. Between 1980 and 1997 the town's population slowly declined by close to 5 percent to the current population of approximately 25,000. Selectmen, an executive secretary, and a representative town meeting govern Milton. Milton, a residential community without an industrial base has, as it's major employers; Milton Hospital, Milton Academy, and Curry College. The 1989 per capita income was $22,444 vs. the state average of $17,200. Approximately 47 percent of all employed persons are engaged in executive and professional positions. Chart 1-1 shows some key economic statistics for the Town of Milton.

Chart 1-1

Town of Milton
Demographic Data

1996 Population	25,794
FY98 Residential Tax Rate	$17.87
FY98 Average Single Family Tax	$3,744
FY98 Avg. Assessed Value Per Single Family	$209,520
FY98 Tax Levy	$31,571,769
FY98 Levy Limit	$31,649,502
FY98 Levy Ceiling	$43,432,734
FY98 State Aid	$6,242,147
FY98 State Aid as % of Revenue	12.6%
1989 Per Capita Income	$22,444
1996 Average Unemployment Rate	2.8%

Note: Data provided by DLS (At A Glance 11/3/98)

During the period 1985 to the current school year 1998/1999 the school district has seen enrollment increase yearly from 2693 students to 3972 an increase of 47.6 percent. This increase in student population has been absorbed into the district without any new school construction.

The Superintendent has been employed by MPS system for 6 years being appointed to the position of Superintendent beginning with the 1993-1994 school year. The staff includes an assistant superintendent for personnel and curriculum, and an assistant superintendent for business affairs.

The MPS consists of one high school, one middle school, and four elementary schools. The graduating class of 1997 indicated that 81.6 percent plan on attending a 2 or 4 year college, above the state average of 71.9%. Only 3.7 percent of the students plan to work after graduating which is below the state average 16.8%. Chart 1-2 shows some key demographic data for MPS.

Chart 1-2

Milton Public Schools
Demographic Data
School Year 1997/98

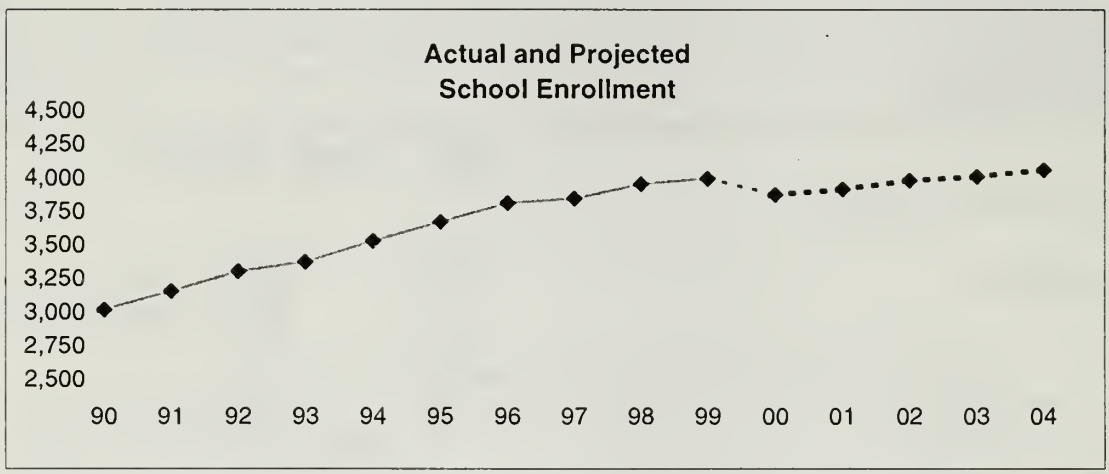
	MPS	State Average
Enrollment: Race / Ethnicity		
White	81.4%	77.5%
African American	14.7%	8.5%
Hispanic	1.4%	9.7%
Asian	2.4%	4.1%
Native American	0.1%	0.2%
Limited English Proficiency	0.6%	4.8%
Special Education	19.0%	16.6%
Percentage Attending Private School -1997	13.6%	10.6%
High School Drop-Out Rate 96/97	1.1%	3.4%
Plan of Graduates Class of 1997		
4 Year College	73.0%	53.4%
2 Year College	8.6%	18.5%
2 or 4 Year College	81.6%	71.9%
Work	3.7%	16.8%

Note: Data provided by DOE. Special Education data as of June 1998.

Chart 1-3 illustrates MPS enrollment trend from October 1988. Enrollment during this period has increased 38.7 percent. A demographic study completed by the New England School Development Council for the school district shows a yearly increase in projected enrollment from the 1999/00 school year to the 2006/07 school year. A Needs Assessment Study prepared by Tappe Associates, Inc, Architects and Planners, recommends converting the middle school site to a new high school, a comprehensive expansion/rehabilitation of the current high school to house the middle school, building a new elementary school replacing the oldest and smallest elementary school in the system and expansion/rehabilitation of the other three elementary schools.

Chart 1-3

Milton Public Schools
Actual and Projected Student Enrollment
School Years 1989/90 to 2003/04



Note: Enrollment as of October 1st. Data obtained from MPS.
A solid line represents actual enrollment; a dotted line represents projected enrollment

Chart 1-4 illustrates the relative growth to be at all levels.

Chart 1-4

Milton Public Schools
Actual and Projected Student Enrollment

School Year	Elementary School Pre K & K	Elementary School 1 - 5	Middle School 6 - 8	High School 9 - 12	Ungraded	Total Enrollment
88-89	277	1,184	568	765	40	2,834
89-90	319	1,524	398	720	34	2,995
90-91	319	1,437	646	696	35	3,133
91-92	304	1,809	432	685	51	3,281
92-93	290	1,858	434	711	59	3,352
93-94	397	1,620	746	745		3,508
94-95	382	1,720	786	761		3,649
95-96	419	1,699	876	793		3,787
96-97	356	1,716	929	821		3,822
97-98	394	1,681	988	867		3,930
98-99	323	1,737	971	941		3,972
99-00	278	1,612	1,001	960		3,851
00-01	272	1,628	964	1,029		3,893
01-02	308	1,591	994	1,064		3,957
02-03	327	1,620	956	1,084		3,987
03-04	327	1,628	1,018	1,067		4,040
MPS 89-98 % Change	16.6%	46.7%	71.0%	23.0%		38.7%
State 89-98 % Change	20.7%	22.1%	21.8%	2.8%		15.1%
BPS 98-04 % Change	1.2%	-6.3%	4.8%	13.4%		1.7%

Note: Data obtained from MPS. Projections for grades 1-5 include Pre K & K.
Ungraded students shown as reported by district.

Finally Chart 1-4a shows the actual and projected student enrollment amounts as a percentage of the yearly totals.

Chart 1-4a

Milton Public Schools
Distribution of Enrollment by Type of School

School Year	Elementary School		Middle School	High School		Total
	Pre K & K	1 - 5	6 - 8	9 - 12	Ungraded	Enrollment
88-89	9.8%	41.8%	20.0%	27.0%	1.4%	100.0%
89-90	10.7%	50.9%	13.3%	24.0%	1.1%	100.0%
90-91	10.2%	45.9%	20.6%	22.2%	1.1%	100.0%
91-92	9.3%	55.1%	13.2%	20.9%	1.6%	100.0%
92-93	8.7%	55.4%	12.9%	21.2%	1.8%	100.0%
93-94	11.3%	46.2%	21.3%	21.2%	0.0%	100.0%
94-95	10.5%	47.1%	21.5%	20.9%	0.0%	100.0%
95-96	11.1%	44.9%	23.1%	20.9%	0.0%	100.0%
96-97	9.3%	44.9%	24.3%	21.5%	0.0%	100.0%
97-98	10.0%	42.8%	25.1%	22.1%	0.0%	100.0%
98-99	8.1%	43.7%	24.4%	23.7%	0.0%	100.0%
99-00	7.2%	41.9%	26.0%	24.9%	0.0%	100.0%
00-01	7.0%	41.8%	24.8%	26.4%	0.0%	100.0%
01-02	7.8%	40.2%	25.1%	26.9%	0.0%	100.0%
02-03	8.2%	40.6%	24.0%	27.2%	0.0%	100.0%
03-04	8.1%	40.3%	25.2%	26.4%	0.0%	100.0%
Percentage Point Change 88/89 to 03/04	-1.6	-1.1	0.2	0.2	N/A	

Note: Data obtained from MPS. Projections for grades 1-6 include pre K and K.
Ungraded students shown as reported by district

2. School Finances

Overall, MPS has benefited only marginally from additional funds available due to education reform. State aid increased from $1.1 million in FY94 to $2.0 million in FY98, the combination of state education aid and the local share allowed the district to hire more teachers, to fund additional SPED costs and to increase salaries.

School district funding and financial reporting requirements are generally complex and become especially complicated in the context of education reform. A district annually determines how much money it will spend on education. However, DOE considers only certain expenditures and funding when determining whether or not a district meets education reform requirements.

This audit examines school funding primarily from three perspectives: the school committee budget; net school spending; and the foundation budget.

The audit team examined the school committee budget in some detail as a matter of practice because it reflects basic financial and educational decisions, provides an overview of financial operations and indicates how the community expects to meet the goals and objectives of education reform.

Net school spending, the sum of the required minimum contribution from local revenues plus state chapter 70 education aid, is a target amount issued annually by DOE that must be met by school districts under education reform.

The foundation budget is a spending target under education reform, which the school district should meet. Calculated on the basis of pupil characteristics and community demographics, it is designed to insure that a minimum level of educational resources is available per student in each school district. Under education reform, all school districts are expected to meet their foundation budget targets by the year 2000.

3. School Committee Budget Trend

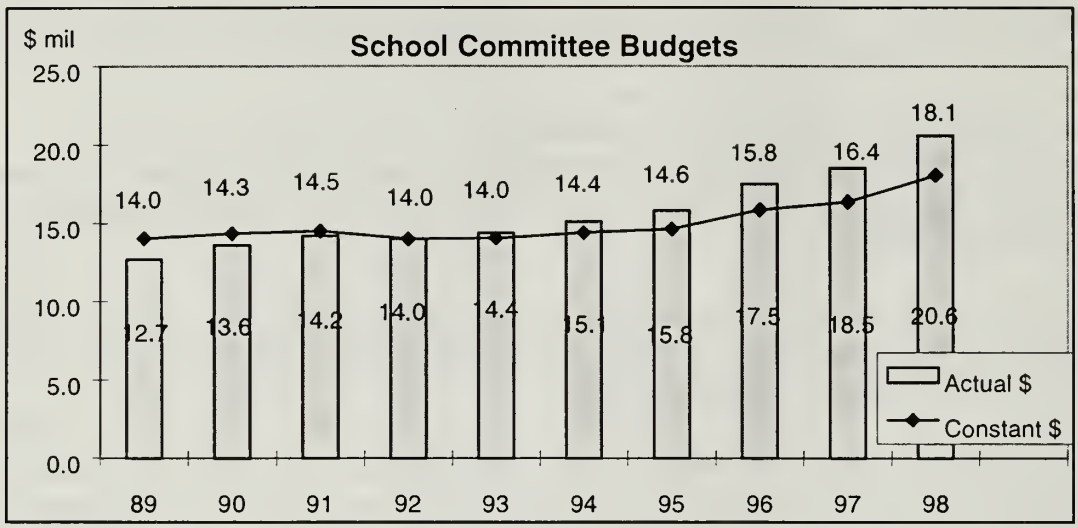
Chart 3-1 illustrates the school committee budget trend from FY89 to FY98. For this purpose, the budget includes annual and special town meeting appropriations for support of the schools including $.3 million from state "pothole" grant. Not included in Chart 3-1 are separate appropriations for the vocational school assessment and for employee benefits (included as part of employee benefits in the town budget).

The total school committee budget increased by $1.7 million, or 13.4 percent between FY89 and FY93. With education reform aid, the budget increased between FY93 and FY98 by $6.2 million or 43 percent.

In constant dollars, where FY92 is set at 100, the chart illustrates how the school committee budget fared with respect to inflation over time. From FY89 to FY98, the school committee budget as defined above increased from $14.0 million to $18.1 million, a 29.3 percent increase in constant dollars. From FY93 to FY98, it also increased $4.1 million or 29.3 percent in constant dollars, from $14.0 million to $18.1 million. In constant dollars, MPS experienced a net budget decrease in only one of the last ten years.

Chart 3-1

Milton Public Schools
School Committee Budgets in Actual and Constant Dollars
FY89 - FY98



Note: Data obtained from MPS Years are in fiscal years.

4. Total School District Expenditures

Total school district expenditures includes school committee and town expenditures as reported in the DOE end-of-year report. FY93 includes state per pupil aid. Total school district expenditures increased between FY89 and FY93 by $2.6 million or 18.1 percent. Expenditures increased from FY93 to FY98 by $7.8 million or 45.9 percent.

Expenditures paid by the town of Milton on behalf of their public schools amounted to $2.6 million in FY93 and increased to $4.1 million in FY98. The major components in FY98 were insurance for active employees of $1.2 million, employee benefits of $.8 million, insurance for retired employees of $.6 million, long-term debt retirement of $.6 million and the regional school assessment of $.3 million as well as general administration of $.2 million. These expenditures when combined with the school department's were reported to DOE as total district expenditures. Chart 4-1 illustrates Million's total education expenditures from FY89 to FY98.

Chart 4-1

Milton Public School
Total School Spending
(in millions of dollars)

	FY89	FY93	FY94	FY95	FY96	FY97	FY98
School Committee	$12.7	$14.4	$15.1	$15.8	$17.8	$20.0	$20.7
Town	$1.7	$2.6	$3.5	$3.3	$3.9	$4.0	$4.1
Total	$14.4	$17.0	$18.6	$19.1	$21.7	$24.0	$24.8

Note: Data obtained from MPS

Chart 4-2 shows the FY94 to FY98 trend in net school spending per student. It indicates that actual net school spending per student has increased from $4,831 in FY94 to $5,725 in FY98, or 18.5 percent. The inflation adjusted figures have increased from $4,664 to $5,031, or eight percent in FY92 dollars.

Chart 4-2

Milton Public Schools
Net School Spending Per Student
Actual and Constant (1992=100) Dollars

	FY94	FY95	FY96	FY97	FY98	FY94-FY98 Change
Expenditures / Student in Actual $	$4,831	$4,571	$5,015	$5,730	$5,725	18.5%
Expenditures / Student in 1992 $	$4,664	$4,284	$4,567	$5,125	$5,031	7.9%

Note: Data obtained from MPS

5. Net School Spending Requirements

Pursuant to the education reform law, DOE develops annual spending requirements and budget targets for each school district. The requirements are based on a formula used to

set specific minimum spending requirements. The formula in combination with other factors is used to set "foundation" budget targets for determining the amount of state aid for each district.

Each school district must meet a net school spending requirement. Expenditures which count towards a district's "net school spending" generally include all education related expenditures paid for with state aid under Chapter 70 and municipal appropriations used for that purpose. Excluded from the net school spending definition are expenditures for school transportation, school lunch, school construction, certain capital expenditures, federal funds disbursements and school revolving accounts expenditures.

Chart 5-1 shows the recommended foundation budget target, which is the spending goal for the district. It has been increased from $16.3 million in FY94 to $21.0 million in FY98, a 29 percent increase. During this same time period, required net school spending, the amount the district must spend to move towards the foundation budget target, increased by 24.6 percent, from $16.7 million to $20.8 million. Actual net school spending increased by 32.5 percent, from $16.9 million to $22.4 million. Both required and actual net school spending amounts exceed the foundation for each fiscal year shown. Actual net school spending also exceeds the required amount for each fiscal year shown.

Chart 5-1

Milton Public Schools
Foundation Budget and Net School Spending (NSS)
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Foundation Budget Target	$16.3	$17.4	$18.8	$19.9	$21.0
Required NSS as % of Foundation	102.9%	99.3%	97.9%	98.2%	98.7%
Required Net School Spending	$16.7	$17.3	$18.4	$19.5	$20.8
Actual Net School Spending	$16.9	$17.8	$18.9	$20.6	$22.4
Variance $	$0.2	$0.5	$0.5	$1.1	$1.7
Variance %	1.2%	2.9%	2.6%	5.6%	8.1%
Actual NSS as % of Foundation	104.2%	102.2%	100.4%	103.8%	106.7%

Note: Data obtained from DOE

Chart 5-2 shows that state aid, as a percent of actual net school spending, has increased from 6.4 percent in FY94 to 8.8 percent in FY98, while the local share has decreased from 93.6 percent in FY94 to 91.2 percent in FY98.

Chart 5-2

Milton Public Schools
Net School Spending
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Required Local Contribution	$15.7	$16.1	$16.8	$17.8	$18.8
Actual Local Contribution	$15.9	$16.6	$17.5	$18.9	$20.5
Variance $	$0.2	$0.4	$0.7	$1.1	$1.7
Variance %	1.3%	2.6%	4.1%	6.2%	9.0%
Required Net School Spending	$16.7	$17.3	$18.4	$19.5	$20.8
Actual Net School Spending	$16.9	$17.8	$18.9	$20.6	$22.4
Local Share $	$15.9	$16.6	$17.5	$18.9	$20.5
State Aid $	$1.1	$1.3	$1.4	$1.7	$2.0
Local Share %	93.6%	93.0%	92.4%	91.8%	91.2%
State Aid %	6.4%	7.0%	7.6%	8.2%	8.8%

Note: Data obtained from DOE

6. School Committee Program Budget

Within the context of education reform and improving student achievement, the audit team tries to establish what a school district budgets and spends on academic courses such as English and science versus other subjects or programs. Program budgets are generally intended to show the total financial resources for a particular program or activity. In the school environment, a program budget for mathematics, for example, would show salaries for mathematics teachers and related costs such as supplies, textbooks, etc. It would also indicate the expected outcomes for the budget year.

For public review, MPS produces a budget with line items, which follow DOE's spending categories (1000 series for administration, 2000 series for instruction, etc.). The charts in this section summarize the program report while *Appendix A-1* summarizes the line item budget.

Chart 6-1 summarizes the school committee budget for FY93, FY95, and FY98. The school transportation budget has been excluded from this data to approximate net school spending.

According to *Chart 6-1,* budgeted amounts for SPED, kindergarten through elementary education and certain core subjects increased most in dollars between FY93 and FY98. SPED increased by $1.5 million or 73.0 percent during the time period FY93 through FY98.

Chart 6-1

Milton Public Schools
School Committee Program – Key Areas
(in thousands of Dollars)

				FY93 - FY98	
	FY93	FY95	FY98	$ Diff.	% Diff
Core Subjects	$2,005	$2,141	$2,748	$743	37.1%
Central Office Admin.	$515	$505	$636	$121	23.5%
School Admin.	$1,213	$1,274	$1,604	$391	32.2%
Computer Services	$32	$44	$188	$156	487.5%
Maint. and Custodial	$1,223	$1,299	$1,612	$389	31.8%
K - Elementary	$3,822	$4,211	$5,765	$1,943	50.8%
SPED	$2,052	$2,474	$3,550	$1,498	73.0%
Utilities	$373	$368	$416	$43	11.5%
All Other	$2,708	$2,968	$3,591	$883	32.6%
Total	$13,943	$15,284	$20,110	$6,167	44.2%

Note: Data obtained from MPS. School transportation and employee benefits are not included.
Core subjects included here are English, Mathematics, science and social studies.
All other includes various subjects not included as core.

Chart 6-1a shows the same program budget data on a percentage distribution basis to illustrate how particular budget items have changed since FY93 in certain areas.

Chart 6-1a

Milton Public Schools
Distribution of Program Areas –Key Areas

	FY93	FY95	FY98	FY93 - FY98 % Diff
Core Subjects	14%	14%	13%	-1.0%
Central Office Admin.	4%	3%	3%	-0.6%
School Admin.	9%	8%	8%	-0.9%
Computer Services	0%	0%	1%	0.7%
Maint. and Custodial	9%	8%	8%	-0.9%
K - Elementary	27%	28%	28%	0.6%
SPED	15%	16%	17%	2.5%
Utilities	3%	2%	2%	-0.7%
All Other	19%	19%	17%	-2.0%
Total	100%	100%	100%	0.0%

Note: Data obtained from MPS. School transportation and employee benefits are not included.
Core subjects included are English, Mathematics, science and social studies.
All other includes various subjects not included as core.

Chart 6-2 provides a further look at teachers' salaries by selected disciplines. This chart indicates that the core subjects, elementary teachers' and SPED salary budgets increased the greatest in dollar terms of the disciplines shown from FY93 to FY98.

Chart 6-2

Milton Public Schools
Budgeting Teaching Salaries - Selected Disciplines
(in thousands of dollars)

Discipline	FY93	FY95	FY98	FY93 - FY98 $ Diff.	FY93 - FY98 % Diff.
Core Subjects	$1,862	$1,974	$2,562	$700	37.6%
Art and Music	$428	$464	$609	$181	42.3%
Kindergarten	$360	$370	$398	$38	10.6%
Physical Education	$392	$464	$546	$154	39.3%
SPED	$1,031	$1,032	$1,801	$770	74.7%
Elementary	$3,146	$3,488	$4,859	$1,713	54.5%
Reading	$143	$155	$168	$25	17.5%
Foreign Language	$392	$658	$882	$490	125.0%
Total Selected	$7,754	$8,605	$11,825	$3,020	38.9%

Note: Data obtained from MPS. Core subjects included here are English, math, science and social studies.

Chart 6-2a shows the same program budget data on a percentage distribution basis to illustrate how budgeted teaching salaries in selected disciplines have changed since FY93.

Chart 6-2a

Milton Public Schools
Distribution of Teachers' Salaries – Selected Disciplines

Discipline	FY93	FY95	FY98	% Point Change FY93 - FY98
Core Subjects	24.0%	22.9%	21.7%	-2.3%
Art and Music	5.5%	5.4%	5.2%	-0.3%
Kindergarten	4.6%	4.3%	3.4%	-1.2%
Physical Education	5.1%	5.3%	4.6%	-0.5%
SPED	13.3%	12.0%	15.2%	1.9%
Elementary	40.6%	40.5%	41.1%	0.5%
Reading	1.8%	1.8%	1.4%	-0.4%
Foreign Language	5.1%	7.8%	7.4%	2.3%
Total Selected	100%	100%	100%	0

Note: Data obtained from MPS. Core subjects included here are English, math, science and social studies. Percentages may not add due to rounding.

Budgeted teachers salaries are detailed by selected disciplines in *Appendix A-2*.

7. Foundation Budget

The foundation budget is a target level of spending developed to insure that a minimum level of education resources is available per student in each school district. The foundation budget shown in Appendix B1 is determined by a number of factors including enrollment, staffing and salary levels. The key items in the foundation budget include payroll; non-salary expenses; professional development; expanded programs; extraordinary maintenance; and books and instructional equipment. DOE calculates each of these budget items using the previous year's end-of-year pupil enrollment with adjustments for special education, bilingual and low-income students. Certain salary levels and full time equivalent (FTE) standards are used to calculate salary budgets, which also include annual adjustments for inflation.

The foundation budget establishes spending targets by grade (pre-school, kindergarten, elementary, junior high and high school) and by program (special education, bilingual, vocational and expanded or after-school activities). Grade and program spending targets are intended to serve as guidelines only and are not binding on local school districts. However, to encourage appropriate levels of spending, M.G.L. Ch.70, §9 requires that a school district report to the Commissioner of Education when it has failed to meet foundation budget spending levels for professional development, books and instructional equipment, extended/expanded programs and extraordinary maintenance. Although

expenditures reached foundation budget in only one of these categories for the fiscal year 1997, MPS exceeded the foundation budget target in FY94-98 as shown in Chart 7-0. MPS did not file a report with the Commissioner's office as required by Ch.70, §9 for these fiscal years nor did DOE direct MPS to submit such report.

Chart 7-0 shows MPS exceeded the overall foundation targets in FY94 through FY98.

Chart 7-0

Milton Public Schools
Foundation Spending
(in millions of dollars)

	FY94	FY95	FY96	FY97	FY98
Foundation Budget Target	$16.3	$17.4	$18.8	$19.9	$21.0
Actual NSS as % of Foundation	102%	110%	103%	104%	107%

Note: Data obtained from DOE

Chart 7-1

Milton Public Schools
Net School Spending According to
Foundation Budget
(in thousands of dollars)

	FY94		FY96		FY98	
	Actual	Budget	Actual	Budget	Actual	Budget
Professional Development	$0	$257	$69	$298	$78	$332
Books and Equipment	$531	$914	$991	$1,052	$1,067	$1,164
Expanded Program	$0	$50	$0	$83	$0	$99
Extraordinary Maintenance	$0	$488	$43	$564	$510	$626

Expenditures As Percentage of Foundation Budget

	FY94	FY96	FY98
	NSS/FND	NSS/FND	NSS/FND
Professional Development	0.0%	23.2%	23.5%
Books and Equipment	58.1%	94.2%	91.7%
Expanded Program	0.0%	0.0%	0.0%
Extraordinary Maintenance	0.0%	7.6%	81.5%

Note: Data obtained from EOY reports on file with DOE

Appendix B1 shows the MPS foundation budget for FY94, FY96, and FY98. For each year, the chart shows expenditures and variances from the foundation budgets as well as

how expenditures compare with the foundation budgets. Although specific spending levels were not met, total spending exceeded the total foundation budget for FY94 to FY98. For all years shown, total spending was greater than the foundation budget target for teaching salaries by $7.0 million, but was less than the foundation budget target for support salaries by $1.7 million.

8. Staffing – Full Time Equivalent (FTE) Trends

One of MPS's concerns is the lack of additional classroom space needed for expansion to keep student/teacher ratio's and class sizes from further increases, while working within budgetary constraints. As shown in chart 8–1, MPS had a total of 366.0 FTE's including 207 FTE teachers in FY89. By FY93, these numbers had increased to 396.0 FTE's and 220.8 FTE teachers respectively. Staffing has increased each year and by FY98, the total FTE's reached 439.6 FTE's with 244.3 FTE teachers. Instructional assistants, para-professionals, guidance counselors, librarians, nurses, social workers, cafeteria, custodians, maintenance and transportation personnel are major categories included as all others in the chart.

MPS did not go through a period of staff reductions but continued to steadily grow with the limited additional funding from state aid. During the period of FY 89 to FY93 teaching positions increased by 13.8 and for the overall period of FY89 to FY98 teaching FTEs increased by 37.3 positions or 18 percent. For the period FY89 to FY98 enrollment increased by 38.7percent or 1,096 students.

From FY89 to FY98, schools in the district experienced an increase in staff of 20.1 percent while teachers increased by 18 percent. During this same period of FY89 to FY98 the student enrollment increased significantly by 38.7 percent. This increase has led to the re-opening of a school and the utilization of classroom facilities beyond their original design capacities. The increase in enrollment, the limited space and budgetary constraints has not allowed MPS to decrease student/ teacher ratios or reduce class sizes.

Chart 8-1

Milton Public Schools
Staffing Trends
Full Time Equalivalent (FTE)

	Total FTEs	Teachers	Teachers as %of FTEs	Administrators	All Others
FY89	366.0	207.0	56.6%	13	146
FY93	396.0	220.8	55.8%	14	161.2
FY98	439.6	244.3	55.6%	22	173
FY89-93	30	13.8	46.0%	1.0	15.2
Incr./ Decr.	8.2%	6.7%		7.7%	10.4%
FY93-98	43.6	23.5	53.9%	8	11.8
Incr. / Decr.	11.0%	10.6%		57.1%	7.3%
FY89-98	73.6	37.3	50.7%	9	27
Incr. / Decr.	20.1%	18.0%		69.2%	18.5%

Note: Data obtained from MPS

Chart 8-2 shows changes in teaching FTE's by grade level with SPED teachers shown separately. Special Education teachers had the largest FTE percentage increase from FY93 to FY98, increasing by 8.3 FTEs or 30 percent. The Elementary and secondary teaching level also increased by 15.3 teachers between FY93 and FY98, a 15 percent increase in classroom teaching staff. During FY98 fifty teachers were hired, eighteen teachers resigned and three teachers retired. There was no indication that any teachers were dismissed for cause during FY98.

Chart 8 –2

Milton Public Schools
Teachers By Program
Full Time Equivalents

	FY89	FY93	FY98	FY93 - FY98 Increase	% Increas
Elementary (K-5)	76	92.5	88.6	-3.9	-4%
Secondary (6-12)	107	100.5	119.7	19.2	19%
SPED	24	27.8	36.1	8.3	30%
Subtotal	207	220.8	244.3	23.5	11%

Note: Data obtained from MPS

Student/teacher ratios increased from FY89 to FY98, as shown in chart 8–3. The overall ratio for all students and all teachers was 13.7:1 in FY89. It increased to 16.1:1 in FY 98. When adjusted for the number of SPED teachers, using the same total student population for illustration purposes, the resulting all student ratio would be somewhat higher as illustrated in chart 8–3. Student/teacher ratios indicating the state average are also shown for comparative purposes.

Chart 8–3

Milton Public Schools
Students Per Teacher

	FY89	FY93	FY97	FY98
All Students / All Teachers	13.7	15.2	15.0	16.1
All Students / All Teachers - State Average	13.8	15.1	14.5	N/A
All Students / Non-SPED, ESL & Bilingual	15.5	17.4	17.6	18.9
All Students / Non-SPED, ESL & Bilingual State Average	17.2	19.2	18.4	N/A
Kindergarten & Elementary (K-5)	19.2	20.4	20.6	20.0
Middle, High (6-12)	12.5	14.0	14.6	13.1

Note: Data obtained from MPS

Teaching staff at the middle and high schools increased in core subject areas as listed in chart 8-4. The four core subject areas all increased between FY93 to FY98 by a combined total of 10 teachers. Mathematics showed the largest increase of five FTE teachers with science and social studies showing increases of two FTE teachers in each discipline and English having an increase of one FTE teacher.

Chart 8-4

Milton Public Schools
Teachers - Certain Core Subjects
High and Middle School FTEs

				FY93 - FY98	
	FY89	FY93	FY98	Increase	% Increase
English	17	16	17	1	6.3%
Mathematics	12	11	16	5	45.5%
Science	13	13	15	2	15.4%
Social Studies	13	11	13	2	18.2%
Total	55	51	61	10	19.6%

Note: Data obtained from MPS

9. Payroll – Salary Levels, Union Contracts

Salary levels are reviewed to determine if the district has increased expenditures for teachers and how teaching salaries have risen as a result of collective bargaining agreements.

Chart 9-1 shows salary expenditures in comparison to total district expenditures. MPS increased its expenditures for salaries by $4.2 million from FY93 to FY98, an increase of 35.3%. This increase is 10.6 percentage points below the 45.9 percent increase in total school district expenditures during the same period. Total salaries were 70 percent of district expenditures in FY93 and 64.9 percent in FY98. Salary expenditures include fringe benefits while total district expenditures includes all other municipal expenditures relating to schools including department services, municipal administrative costs and Blue Hills Regional School assessment.

Of the $7.8 million increase in total school district expenditures from FY93 to FY98, and the $4.2 million increase in salaries, $3.2 million or 76.2 percent is attributable to teaching salaries and $1.0 million or 23.8 percent applied to non-teaching salaries.

Chart 9-1

Milton Public Schools
Salary Expenditures Compared to Total School District Expenditures
(in millions of dollars)

	FY89	FY93	FY94	FY96	FY98	FY93 - FY98 $ Incr. / Decr.	FY93 - FY98 % Incr. / Decr.
Total School District Expenditures	$14.4	$17.0	$18.6	$21.7	$24.8	$7.8	45.9%
Total Salaries	$9.8	$11.9	$12.4	$13.9	$16.1	$4.2	35.3%
as % of Total Expenditures	68.1%	70.0%	66.7%	64.1%	64.9%	53.8%	
Teaching Salaries	$6.5	$8.0	$8.5	$9.7	$11.2	$3.2	40.0%
as % of Total Salaries	66.3%	67.2%	68.5%	69.8%	69.6%	76.2%	
Non-Teaching Salaries	$3.3	$3.9	$3.9	$4.2	$4.9	$1.0	25.6%
as % of Total Salaries	33.7%	32.8%	31.5%	30.2%	30.4%	23.8%	

Note: Data obtained from MPS

Chart 9-2 shows that the average teacher's salary increased from $36,866 in FY93 to $44,094 in FY98. The FY98 average teachers salary of $44,094 approximates the state average of $44,051.

Chart 9-2

Milton Public Schools
Teaching Salaries and Teachers (FTE)
Average Salary Comparisons

	FY89	FY93	FY94	FY96	FY98
Teaching Salaries ($ in mil)	$6.5	$8.0	$8.5	$9.7	$11.2
FTE - Teachers	196	217	217	242	254
FTE Incr. / Decr. from Previous Year	n/a	n/a	0	25	9
Average Salary per FTE	$ 33,163	$36,866	$39,171	$40,083	$44,094
DOE Reported State Average		$38,681	$39,012	$41,760	$44,051

Note: FTE excludes adult education teachers. Average salary per FTE consists of all salaries (i.e. assistant principals, advisors, coaches etc.), step increases, longevity and differentials. Data obtained from MPS and DOE end-of-year reports

Of the additional $3.2 million spent for teaching salaries from FY93 to FY98 as shown in Chart 9-2a, $1.3 million or 40.6 percent represents cost of new positions and $1.9 million or 59.2 percent represents salary increases for existing teaching staff above the three percent inflation rate utilized in the chart.

Chart 9-2a

Milton Public Schools
Salary Expenditures
Cost of New Positions and Salary Increases
(in millions of dollars)

	FY93	FY98	% of Cum. Incr.
Total Teaching Salary Exp.	$8.0	$11.2	
Cumulative Increase from FY93		$3.2	100%
Cost of 3% Inflationary Increase		$1.3	40.6%
FY94-FY98 Cost of New Positions		$1.3	40.6%
Subtotal		$2.6	81.2%
Amount above 3% Annual Increase		$0.6	18.6%

Note: Analysis based on data obtained from MPS

Chart 9-2b indicates that annual and step raises range from 3.0 percent to 5.4 percent.

Chart 9-2b

Milton Public Schools
Teachers Salaries- Step and Contract Percent Increases

Period	1993	1994	1995	1996	1997	1998	**Total**
Annual Contract Increase	5.1%	5.1%	3.0%	4.0%	3.0%	3.5%	20.2%
Step Increase(AVE. ALL STEPS)	5.4%	5.4%	5.4%	5.4%	5.4%	5.4%	27.0%
Total	10.5%	10.5%	8.4%	9.4%	8.4%	8.9%	47.2%

Note: Data obtained from MPS

As shown in chart 9-3, a review of salary changes from FY93 to FY98 indicates that without any lane changes Teacher C received the highest step increase in the salary chart of 57.4 percent.

Chart 9-3 shows how MPS salary schedules might apply to a particular teacher from FY93 to FY98 depending on the step and academic level. Various examples are used to outline different situations. The chart illustrates lane changes due to academic credit hours or degree earned such as BA to MA and an MA to MA+30.

For example, as of FY93, teacher A was on the maximum step 10 and had a BA. By FY98, this teacher, on step 10 has received salary increases totaling to 16.5 percent. If this teacher had earned an MA during this period, the increase would have amounted to 32.8 percent.

Teacher B had a BA, step 5, in FY93. In FY98, this teacher is on step 10 and has received a salary increase of 54.0 percent. Had this teacher earned an MA and changed salary lane during this period, the increase would have amounted to 60.7 percent.

Teacher C entered MPS with a BA at step 1 in FY93. By FY98, this teacher had reached step 6 and had received 57.4 percent increase in pay. By earning an MA teacher C could have jumped two salary lanes and receive a 65.8 percent increase in salary.

MPS and the teachers union recently signed a new three year contract beginning with the school year starting in1999 eliminating the 1% option and Master's in field. The contract calls for raises of 3 percent, 3 percent, 3.5 percent, and adds $500 to Bachelor's lanes and $1,000 to Master's lanes.

Chart 9-3

Milton Public Schools
Teaching Staff
Step/Degree Summary - Selected Years

	FY93 Base Pay		FY98 Base Pay			FY93-98 % Change	
	Step	Base Pay BA	Step	Base Pay BA	Base Pay MA	BA	MA
Teacher A	10	$37,181	BA10-MA12	$43,327	$49,362	16.5%	32.8%
Teacher B	5	$28,131	10	$43,327	$45,218	54.0%	60.7%
Teacher C	1	$22,270	6	$35,042	$36,920	57.4%	65.8%
		MA		MA	MA + 30	MA	MA + 30
Teacher A	12	$42,360	12	$49,362	$51,242	16.5%	21.0%
Teacher B	7	$33,305	12	$49,362	$51,242	48.2%	53.9%
Teacher C	1	$23,795	6	$36,920	$38,810	55.2%	63.1%

Note: MPS has 5 salary lanes: BA, BA+15; MA, MA+30/BA+60, MA+45/BA+75.

Chart 9-4

Milton Public Schools
Teaching Salary Schedules
Comparison of FY93 through FY98 Salary Schedules - Steps 1 and 12

Salary Lane	Initial Entry Level - Step 1					
	FY93	FY94	FY95	FY96	FY97	FY98
BA	$22,270	$22,716	$23,397	$24,333	$24,820	$25,695
BA+15	$23,032	$23,493	$24,198	$25,166	$25,669	$26,574
MA/B+30	$23,795	$24,271	$24,999	$25,999	$26,519	$27,454
MA+30/BA+60	$25,325	$25,831	$26,606	$27,670	$28,223	$29,218
MA+45/BA+75	$26,084	$26,606	$27,404	$28,500	$29,070	$30,095
Salary Lane	Highest Level - Step 10 FOR BA, TO STEP 12 FOR MA					
	FY93	FY94	FY95	FY96	FY97	FY98
BA	$37,181	$37,925	$39,063	$40,625	$41,852	$43,327
BA+15	$38,804	$39,580	$40,767	$42,398	$43,678	$45,218
MA/B+30	$42,360	$43,207	$44,503	$46,283	$47,681	$49,362
MA+30/BA+60	$43,973	$44,853	$46,199	$48,047	$49,498	$51,242
MA+45/BA+75	$44,784	$45,679	$47,049	$48,931	$50,409	$52,186

Note: MPS has 5 salary lanes: BA, BA+15; MA, MA+30/BA+60, MA+45/BA+75.
Data obtained from MPS.

10. Professional Development Program

DOE requires school systems to prepare a professional development plan and to meet minimum spending requirements for professional development. During FY95 and FY96, DOE required school districts to spend at a rate equivalent to $25 per pupil for professional development. This requirement increased to $50 and $75 per pupil for FY97 and FY98 respectively. As indicated in Chart 10-1, MPS has not met the minimum spending requirements for FY95, FY96, FY97 and FY98. MPS management informed the audit team that not all teachers' salaries were accounted nor reported for teachers' time spent in professional development classes.

Chart 10-1

Milton Public Schools
Expenditures for Professional Development
(in whole dollars)

	Professional Development	Minimum Spending Requirement	Total Spent as % of Requirement
FY94	$0	N/A	N/A
FY95	$0	91,225	0.0%
FY96	$68,649	94,675	72.5%
FY97	$68,679	191,650	35.8%
FY98	$77,715	294,750	26.4%

Note: Data obtained from MPS as DOE

Driven by a professional development plan whose goals include, but are not limited to, increasing student achievement and enhancing teachers' instructional techniques, the MPS develops and maintains a high level of professional development opportunities for all educators. Professional development opportunities are provided during both the ten early release professional development days a year and the one professional development day for all staff. There are also optional after school and vacation professional development opportunities.

Since 1993, MPS educators have been provided with a minimum of 156 professional development hours (26 per year) of professional development opportunities during their contractual time obligations. In addition, educators also were provided the opportunity to earn one percent of their salaries for 14 hours of professional development opportunities completed beyond the school day.

Chart 10-2 shows a sample of courses offered, the number of professional development points (PDP's) earned for each course and the number of attendees.

Chart 10-2

Milton Public Schools
Selected Professional Development Offerings 1998/99

Title	PDPs	Attendance
Strategies Across the Curriculum	16	38
Technology Design Team	40	34
Writing & Thinking Skills Across the Curriculum	16	26
Navigating the World Wide Web	16	20
Digital Imaging	16	17
Conflict Resolution	16	17
What's the Science Content Behind the Lesson?	16	16
Dimensions of Learning	16	15
Practical Application of Curriculum Frameworks	16	14
Classroom & School Climate	16	12
Elementary- Technology Design	40	6

Note: Information obtained from MPS

11 School Improvement Plans

M.G.L. Chapter 71, §59C mandates that each school have a school council whose members shall include the principal, teacher representatives, parents of attending students, and members of the community. The purpose of this council shall include the development of a school improvement plan and it's annual update. For the purpose of this audit, the audit team reviewed the written school improvement plans for five of the six schools. The Pierce Middle School did not have a written plan.

All schools in the district have active site councils with the membership composed as stated in Chapter 71. Five schools have developed three-year school improvement plans along a similar format, all with measurable goals. The format details action steps/activities, resources/support needed, responsibilities, and time lines. During the school year progress is reported to the superintendent informally and annually to the school committee.

MPS is in the last year of their three-year school improvement plans and are currently in the process of submitting new plans to the school committee. Three schools have presented plans to the school committee who have not accepted or rejected the plans.

12 Time and Learning

Time and learning standards refer to the amount of time students are expected to spend in school, measured by the number of minutes or hours in a school day and the number of days in the school year. As of September 1997, DOE requires 990 instruction hours per year for the high schools. For junior high and middle schools, the requirement is either 990 hours or 900 hours based on the decision of the school committee. For the elementary schools, the requirement is 900 hours. The kindergarten requirement is 425 hours. The school year remains at 180 days per year.

As shown in Chart 12-1, MPS time and learning plan exceeds these standards by five hours for the high school, meets DOE requirements for the middle school grades of six, seven and eight and exceeds the standard by 35 hours for the elementary schools. MPS also exceeded the standard for kindergarten by 11 hours. A new three-year contract recently signed adds the equivalent of 11 full days to the school year by eliminating the early dismissal days, increasing the school year from 180 to 181 days, and increasing each school day by 10-15 minutes.

Chart 12-1

Milton Public Schools
Time and Learning Standards

	1995/96 MPS Standard	DOE Req.	1998/99 MPS Standard
	Hours Per Year	Hours Per Year	Hours Per Year
High School	926	990	995.3
Middle School	960	990	990
Elementary School	923	900	935
Kindergarten	434	425	434

Note: Data obtained from MPS

13. Courses and Class Sizes

Chart 13-1 summarizes class size in the high school for the four core subjects during the school year 1998-1999. MHS offers 55 courses organized into 214 sections in these four subject areas. Average class size is fewer than 20 students. However, 37 or 17.3 percent of these sections have 25-29 students, 2 sections have 30 students, and two sections have 31 students.

Chart 13-1

Milton Public Schools
High School Classes
1998/99 School Year

Subject	Number of Sections	Total Enrollment	Avg. Enroll. Per Section	Sect. w/ 25-29	Sect. w/ 30 or more	30+ %
English	68	1334	19.6	13	0	0.0%
Math	56	1002	17.9	10	0	0.0%
Science	44	854	19.4	5	1	2.3%
Social Studies	46	980	21.3	9	3	6.5%
	214	4170	19.5	37	4	1.9%

Note: Data obtained from MPS

14. Technology and Computers

Milton School District has developed a two-year Technology Plan for the period July 1997 through August 1999. The technology plan, approved by DOE November 6, 1997, lists four district objectives to be completed during this two-year period. A Technology Director and Network Administrator were hired in September and October 1998, which addressed one of the objectives in the technology plan. Although the district has made some progress towards the accomplishment of these objectives, budget constraints have seriously hindered progress. During FY99 MPS spent $164,859 on technology from all sources (grants, PTO, budget, etc), and of this amount, $50,000 was spent from the School Committee budget. MPS did not receive approval for the technology portion of the budget for FY2000; thus no money is available for technology during the next school year 1999-2000.

There are 392 computers available for student use in labs and classrooms giving the district a ratio of 10 students per computer. The High School has three computer labs and all computer courses are electives. Beginning with the class of 2002 all students must meet a minimum requirement of 2 ½ credits of computer studies as part of their graduation requirements. The Middle School has two computer labs and requires the sixth grade to take a computer course for ¼ of the school year; the seventh and eight grades are required to take a full year of computer study.

The four elementary schools each have one lab with 15 computers, an insufficient number to handle any class at one time. All elementary classrooms are equipped with one Macintosh computer, Macintosh computers are in three elementary school labs, and the fourth elementary school lab is equipped with PC's. Time on the computer is limited to between 30 and 45 minutes per week.

The financial software and student information software is certified Y2K compliant by the manufacturers with a caveat that the hardware might not be Y2K compliant. The district monitors and controls access to unauthorized sites on the Internet with the use of the software package Cyber Patrol.

15. Supplies and Textbooks

Currently, the school district has and is utilizing for the four core subjects areas and at all grade levels old and outdated textbooks, which were published in the 1980's, and some even in the 1970's.

The school district's annual budget provides an amount for instructional materials including textbooks, workbooks, instructional supplies, and certain components of technology and capital acquisition. These expenditure items have a cost allocation of $180 per pupil in FY98, a $74 per pupil increase from FY89. MPS spent $92 per student for textbooks, instructional equipment, and supplies in FY94, FY95, and FY96. MPS had this item cut from the FY2000 budget but $175,000 was restored due to state "pot hole " money.

MPS has a five-year plan for the review and replacement of textbooks. The frameworks, MCAS scores, teacher feedback, department heads, elementary coordinators, and principals drive the review. A review of available textbooks is completed by a volunteer committee of teachers who forward their selection to the department head or elementary coordinator for approval. The individual school principals have final budgetary approval as to textbook purchases.

Chart 15-1

Milton Public Schools
Textbooks, Instructional Equipment and Supplies
(in thousands of dollars)

	FY89	FY93	FY94	FY95	FY96	FY97	FY98	FY93 - FY98 $ Incr.	FY93 - FY98 % Incr.
High School	$169.4	$190.9	$170.5	$173.9	$155.4	$249.9	$338.3	$147.4	77.2%
Middle School	$65.1	$71.3	$72.3	$74.6	$72.4	$124.0	$165.6	$94.3	132.3%
Elementary	$75.1	$72.7	$60.0	$67.7	$64.3	$108.6	$158.6	$85.9	118.2%
SPED	$20.0	$20.7	$21.4	$20.0	$20.0	$20.0	$20.0	($0.7)	-3.38%
Bilingual	$0	$0.0	$0.0	$0.0	$0.0	$0.0	$0.0		
Systemwide	$0	$0.0	$0.0	$0.0	$35.4	$19.7	$24.4	$24.4	
Total	$329.6	$355.6	$324.2	$336.2	$347.5	$522.2	$706.9	$351.3	98.8%
Textbooks Only	$70.4	$106.6	$113.7	$114.1	$106.2	$219.5	$234.5	$127.9	120.0%
Equipment & Supplies	$259.1	$249.0	$210.5	$222.1	$241.3	$302.7	$472.4	$223.4	89.7%
(Following in Actual $):									
Textbooks / Student	$25	$32	$32	$31	$28	$57	$60	$28	87.6%
Equipment / Student	$91	$74	$60	$61	$64	$79	$120	$46	61.8%

Note: Data obtained from MPS.

16. Test Scores

MPS test scores are above the state average. The recently released MCAS scores show that MPS scored above the state average scaled scores for all grades in all areas. SAT scores for 1998 exceeded the state average by 19 points. MEAP scores for 1996 exceeded the averages in all areas, significantly in grades 4 and 8 reading, math, science and social studies. The 1997 statewide Iowa tests indicated that 87 percent of MPS grade 3 students scored at the higher reading skill levels of "proficient" and "advanced" versus the state average of 75 percent. MPS grade 10 students scored at the 81 percentile in the achievement test when compared to a representative national sample of students.

Standardized test scores are used by the district as one of the catalyst for curriculum change. MPS will look at the overall curriculum in light of these results to assess strenghts and areas in need of improvement. The data is looked at both in the aggregate and disaggregate to enable the district to see the overall picture and detail. Curriculum is monitored to maintain alignment with the state frameworks. MPS also has an Assessment Team comprised of about 20 members, K-12, from the district. The main purpose of this team is to ensure systemwide assessments match curriculum and instruction in terms of purpose, intent and thinking skills. The team also monitors student achievement and recommends professional development for instructional areas in need of improvement.

Scholastic Aptitude Test (SAT)

SAT scores are generally above the state average as shown in *Chart 16-1.* Scores from 1994 and 1995 cannot be compared to 1996 and 1997 scores since SAT scores were "recentered" in 1996 resulting in a higher score for those years for all schools and consequently, a higher state average. Historically, over 90 percent of each MPS graduating class is administered the SATs. MPS encourages all students to take them.

Chart 16-1

Milton Public Schools
Scholastic Aptitude Test (SAT) Results

	1994		1995		1996		1997		1998	
SAT Content Areas	MPS	State Avg.	MPS	State Avg.	MPS	State Avg.	MPS	State Avg.	MPS	State Avg.
Verbal	519	426	524	430	511	507	510	508	531	508
Math	489	475	493	477	485	504	492	508	504	508
Total	1008	901	1017	907	996	1011	1002	1016	1035	1016
MPS - % of State Avg.	111.9%		112.1%		98.5%		98.6%		101.9%	

Note: Data obtained from MPS and DOE

Massachusetts Educational Assessment Program (MEAP)

MEAP scores are reported in two ways: scaled scores, which range from 1000 to 1600; and proficiency levels which were reported as percentage of students in each proficiency. Level 1 is the lowest, level 2 is considered the "passing grade" level, while levels 3 and 4 constitute the more advanced levels of skills.

Proficiency scores shown in *Chart 16-2* indicate that scores for MPS students in grades 4 and 8 improved significantly in most areas from the lowest levels to mid level from 1992 to 1996. Mid level to upper level improvement in all areas for both grades in both years was not as strong.

Chart 16-2
Milton Public Schools
MEAP Proficiency Scores
1992 and 1996 Fourth and Eighth Grades

Fourth Grade	1992 Level 1 or Below	1992 Level 2	1992 Levels 3 & 4	1996 Level 1 or Below	1996 Level 2	1996 Levels 3 & 4
Reading	26%	49%	23%	34%	26%	39%
Mathematics	29%	54%	16%	19%	66%	14%
Science	40%	25%	34%	27%	49%	24%
Social Studies	37%	45%	17%	25%	53%	22%
Eighth Grade	**1992 Level 1 or Below**	**1992 Level 2**	**1992 Levels 3 & 4**	**1996 Level 1 or Below**	**1996 Level 2**	**1996 Levels 3 & 4**
Reading	45%	24%	32%	23%	49%	37%
Mathematics	39%	35%	26%	38%	41%	22%
Science	44%	23%	33%	34%	43%	23%
Social Studies	37%	36%	27%	30%	45%	25%

Note: Data provided by DOE and MPS

Between 1988 and 1996, MEAP scores for students in grades 4 and 8 improved significantly in most areas. According to *Appendix C*, for grade 4 alone, reading scores improved by 90 points, math by 80 points, science by 50 and social studies by 70 points each. Between 1994 and 1996, MEAP scores for grade 10 students showed little improvement. MPS's 1996 MEAP scores for all subjects in all grades were equal to or above the state average.

Chart 16-3 shows grade 4 reading scores for selected school districts whose scores in 1988 ranged from 1370 to 1380 as compared to MPS's score of 1380. The scores for grade 4 students are particularly significant, because by 1996, these students had experienced education reform initiatives in the early stages of formal education. The greatest impact of education reform should initially be seen in the performance of these students. The reading scores for MPS grade 4 students have shown improvement in each of the four successive administrations of the test except for 1992. Note that a significant change in a score is considered to be 50 points in either direction.

Chart16-3

MEAP Reading Scores - 4th Grade- 1988 Scores from 1370-1390

	1988	1990	1992	1994	1996	1992 - 1996 Change
Weston	1370	1390	1410	1470	1490	80
Westborough	1370	1390	1420	1440	1460	40
Medfield	1370	1400	1470	1470	1440	-30
Brookline	1370	1370	1430	1460	1430	0
Reading	1370	1370	1460	1430	1430	-30
Scituate	1370	1350	1430	1430	1430	0
Georgetown	1370	1400	1400	1430	1410	10
Medway	1370	1400	1450	1420	1410	-40
Duxbury	1370	1400	1440	1490	1400	-40
Easton	1370	1400	1370	1410	1390	20
Wakefield	1370	1370	1420	1420	1380	-40
North Andover	1370	1400	1410	1410	1370	-40
Quabbin	1370	1360	1330	1410	1370	40
Ashland	1370	1330	1370	1350	1360	-10
Watertown	1370	1270	1260	1300	1360	100
Narragansett	1370	1410	1390	1320	1330	-60
Hadley *	1370	1390	1380	1310	1210	-170
Westford	1380	1380	1440	1460	1460	20
Winchester	1380	1380	1470	1510	1460	-10
Natick	1380	1410	1480	1470	1450	-30
Groton-Dunstable	1380	1410	1450	1440	1440	-10
Milton	1380	1410	1460	1430	1440	-20
Brewster	1380	1390	1430	1420	1430	0
Eastham *	1380	1390	1430	1420	1430	0
Littleton	1380	1400	1440	1380	1430	-10
Melrose	1380	1430	1430	1420	1430	0
North Reading	1380	1430	1430	1460	1430	0
Orleans	1380	1390	1430	1420	1430	0
Wellfleet *	1380	1390	1430	1420	1430	0
Halifax	1380	1360	1330	1390	1420	90
Rockport	1380	1310	1340	1430	1420	80
Danvers	1380	1340	1440	1410	1410	-30
Hatfield *	1380	1450	1350	1330	1400	50
Walpole	1380	1410	1370	1410	1400	30
Grafton	1380	1380	1410	1400	1370	-40
Gateway	1380	1320	1280	1300	1330	50
North Brookfield	1380	1350	1420	1330	1320	-100
Norfolk	1380	1330	1370	1280	1310	-60
State Average	**1300**	**1310**	**1330**	**1300**	**1350**	20

Note: A significant change in a score is considered to be 50 points in either direction. An asterisk signifies a small school district whose scores may vary significantly and are not as reliable due to the size of the test sample.

MPS credits these reading scores to test analysis, curriculum adjustment, elimination of tracking and emphasis upon teaching critical thinking, comprehension, inferential meaning and problem solving at the elementary level. They also credit their writing across the curriculum program working in concert with the reading program.

Iowa Tests

The Iowa Tests of Basic Skills (Iowa tests) for grade three students was administered throughout Massachusetts in the spring of 1997. MPS was at the 73rd percentile in reading for all students tested under routine conditions. The state score was at the 65th percentile. The test defines four different levels of reading comprehension: pre-reader, basic reader, proficient reader and advanced reader. Thirteen percent of students tested as pre- or basic readers while 86 percent tested as proficient or advanced. Results are categorized by students tested under routine conditions, students with disabilities tested under non-routine conditions and students with limited English proficiency. Students who did not take the test or who were given extra time to finish were excluded. About 88 percent of the tested students have attended MPS since the first grade.

The Iowa Tests of Educational Development, also referred to as the Massachusetts Grade 10 Achievement Test, was also administered in the spring of 1997. It tested seven different areas of skills including reading, quantitative thinking and social studies. Scores were based on a national sample of students who took the test. MPS grade 10 students scored at the 81 percentile compared to the national sample. MPS's performance compares to scores as high as the 89th percentile and as low as the 28th percentile for other Massachusetts school districts

Massachusetts Comprehensive Assessment System (MCAS)

The recently released MCAS scores show that MPS scored above the state average scaled scores for all grades in all areas.

MCAS is the new statewide assessment program administered annually to grades 4, 8 and 10. It measures performance of students, schools and districts on learning standards contained in the Massachusetts curriculum frameworks and fulfills the requirements of education reform. This assessment program serves two purposes:

1. measures performance of students and schools against established state standards; and
2. improves effective classroom instruction by providing feedback about instruction and modeling assessment approaches for classroom use.

MCAS tests are reported according to performance levels that describe student performance in relation to established state standards. Students earn a separate performance level of advanced, proficient, needs improvement or failing based on their total scaled score for each test completed. There is no overall classification of student performance across content areas. However, school, district and state levels are reported by performance levels. *Chart 16-4* reflects performance level percentages for all MPS students in tested grades. *Appendix F* provides additional detail for students who have attended schools in the school district for at least three years.

Chart 16-4

Milton Public Schools
MCAS Test Scores
Percentage of Students at Each Performance Level

All Students	Advanced	Proficient	Needs Improvement	Failing (Tested)	Failing (Absent)	MPS Avg Scaled Score	State Avg. Scaled Score
Grade 4:							
English Language Arts	1	30	65	4	0	235	230
Mathematics	21	34	39	7	0	243	234
Science & Technology	9	47	39	4	0	241	238
Grade 8:							
English Language Arts	2	72	22	3	0	243	237
Mathematics	10	27	32	30	1	232	227
Science & Technology	2	28	40	29	1	229	225
Grade 10:							
English Language Arts	9	51	30	9	0	241	230
Mathematics	7	28	32	33	0	229	222
Science & Technology	2	36	47	15	0	234	225

Note: Data provided by DOE

17. Management and Personnel Practices

Management Practices

MPS has a small but experienced management team comprised of the Superintendent, two assistant superintendents, six principals and several administrators. The overall management approach is expressed through a Mission Statement consisting of five core values. These five goals were developed by the administration and adopted by the Milton School Committee in June 1994. They continue to be the focal point of MPS's management structure.

The Superintendent meets on a regular basis with staff and maintains an active hands-on approach to managing the six school facilities. MPS strives to attain the highest level of educational quality by structuring management philosophy around these five core values. MPS enjoys community support and extensive parental involvement within the school system but the physical plant facilities, computer equipment and many student texts are old or outdated. Classroom space, instructional offices and administrative space within the school system are overcrowded with no room for expansion.

Hiring Process

The hiring process for MPS is framed in a School Committee mandate to hire the best and the brightest regardless of experience or service and giving credit for all years of teaching.

Principals are hired through a screening committee comprised of three parents, three teachers, appropriate system wide administrators and the Superintendent. The hiring process consists of an initial paper screening followed by the selection of top candidates for interview. The three to five final candidates are recommended to the superintendent. After the appropriate background checks, verification checks, site visits and additional interviews, the appointment is finalized by the superintendent.

Teachers hired at the secondary level are screened and interviewed by the principal and the appropriate department head. The successful candidate is recommended to the superintendent for verification checks and appointment. Applicants for teaching positions at the elementary levels are screened and interviewed by the principal and if appropriate, by the specialty department chairperson. The successful candidate is recommended for appointment to the superintendent after verification checks.

The focus on hiring teachers is for subject area knowledge, teaching competency, skills, diversity, experience and advanced academic degrees where needed. Teaching vacancies are open to all. MPS teachers desiring a transfer are given an interview but have no rights based upon seniority or experience.

Evaluation Process

MPS assistant superintendents and administrators receive written evaluations by the Superintendent based upon job descriptions and performance criteria attached to their contract. Each has individual goals and objectives determined at the beginning of the year. Salary increases are not stated within individual contracts but are determined annually during the evaluation process and are based on performance.

Principals receive written evaluations based on goals and objectives set each year. Revisions and new goals are made as needed and incorporated into following year's performance criteria.

Principal's are on individual contracts that range from one year to three years in length and are extendable. The initial salary level is determined when each contract is finalized. Yearly salary increments are not stated within the contracts but are incorporated as part of the performance evaluation. Incremental percentage adjustments are individually determined by the Superintendent's annual evaluation of each principal.

Since the inception of education reform, five of the six principals have changed. Two have resigned to accept positions in other school systems, one has been promoted to assistant superintendent, one has retired and one contract was simply not renewed.

Teachers receive written evaluations according to the contract. Teachers with professional status are evaluated every two years and are observed twice during each evaluation cycle. Non-Professional status teachers are evaluated every year and observed three times per evaluation cycle. Professional teachers that are in need of improvement are evaluated on an out of cycle basis each year until performance improves to satisfactory levels based upon their improvement plan as determined by the principal and the assistant superintendent. At the discretion of the principals teachers may be evaluated "out of cycle" at any time.

18. Accounting and Reporting

The audit team traced a sample of expenditures reported on the DOE end-of-year reports to MPS accounting and budget records. The audit team also met separately with several MPS staff, the town accountant and a representative of the CPA firm that audits the town. Based upon a sample, expenditure reports were generally an accurate representation of MPS expenditures. However, in verifying the accuracy of expenditure reports submitted to DOE, the audit team noted that the 1994-95 Net School Spending Schedule on the End of Year Report did not report spending properly. The schedule omitted $1.1 million of costs for the town's administration, attendance, health and maintenance expenditures for the schools. Based on discussions with the business manager he felt that this was a programming error because the expenditures were included on Schedule 1 of the End of Year Report and these expenditures should have been automatically transferred to the Net School Spending Schedule.

During the course of the audit teams fieldwork, the assistant business manager, facility director and cafeteria director were dismissed for alleged improprieties.

There appears to be a good relationship between the town and the school department. The town, however, uses a separate accounting package generating the need for duplicate entry of bills and payrolls. The town accountant and school department business manager have been reviewing technology-related issues and at the recommendation of the accounting firm of Powers and Sullivan and will be attempting to integrate both town and school accounting packages in the near future.

19. Review of Expenditures

The audit team completed a review of MPS expenditures and purchasing controls, analyzed the accounting system and selected invoices from FY98 for examination. The team also reviewed FY99 at the request of the Superintendent. This request was made subsequent to the alleged improprieties of the assistant business manager and his dismissal. The review showed that purchasing procedures and controls are in place and that signoffs and authorizations are being utilized. There were instances, though, where approval authority of purchase orders was delegated to the assistant business manager by the business manager. Also there was limited physical control of blank purchase orders. The town accountant provides general oversight and audit review. The Milton treasurer's office issues payroll and vendor checks.

20. High School Accreditation

Milton High School received a full ten-year accreditation from the New England Association of Schools and Colleges (NEASC) in March 1991. The report listed 53 commendations and 119 recommendations. Of the 119 recommendations, 36 or 30 percent, addressed school facilities. The report urged the school to act upon the recommendations at once and complete a five-year progress report. The school's progress report (dated March 1,1996) reported that 31 of the recommendations were in progress, 3 are planned for the future, 10 no action, and 7 were rejected. Sixty-eight of the recommendations were not addressed in the progress report. Milton High School is currently preparing for the next accreditation review which is due to take place during the year 2001.

21. Grade 3 Transiency

Student transiency is generally defined as the percentage of students who enter and/or leave the system after the first day of school. Transiency poses an educational problem because students may lose the benefit of a sequential and coherent school program when they move. Milton has a relatively stable student population in the lower grades as measured by the 1997-1998 3rd grade Iowa reading test. Results from that test are

categorized by students who have taken the test under routine conditions. Students who did not take the test or were given extra time to finish the test are excluded.
Of fifteen communities with similar populations shown in Chart 21-1 Milton has the third lowest transiency percent of 14.7percent, which is below the state average of 17.0 percent and the third highest stable population of 85.3% which is above the state average of 83.1percent .

Chart 21-1

Transiency and Stability - 3rd Grade
Selected Communities by 1996 Population
Student Population Participating in the 1998 Iowa 3rd Grade Reading Test

Community	Stable Population	Total Population	Stable Population Percent	Transiency Percent	1996 Population
Dedham	205	224	91.5%	8.5%	23,741
Belmont	211	255	82.7%	17.3%	24,044
North Andover	285	375	76.0%	24.0%	24,283
Danvers	250	297	84.2%	15.8%	24,467
Wakefield	206	262	78.6%	21.4%	24,756
Milford	129	262	49.2%	50.8%	25,194
North Attleborough	287	349	82.2%	17.8%	25,550
Milton	**256**	**300**	**85.3%**	**14.7%**	**25,794**
West Springfield	217	285	76.1%	23.9%	26,192
Saugus	208	236	88.1%	11.9%	26,223
Franklin	298	392	76.0%	24.0%	26,664
Agawam	247	296	83.4%	16.6%	26,721
Shrewsbury	269	338	79.6%	20.4%	26,771
Melrose	213	250	85.2%	14.8%	27,426
Stoughton	244	318	76.7%	23.3%	27,481
Statewide	54057	67233	80.4%	19.6%	

Note: Student population includes only students tested under "routine" conditions.
Data obtained from DOE's 1998 Iowa Grade 3 reading test summary results.

22. Special Education and Transitional Bilingual Education

Special Education (SPED)

In school year 98/99, Milton has a special education participation rate of 17.5 percent, 0.9 percent higher than the state average of 16.6 percent . Total SPED enrollment in the 1990's has averaged 643 students. As a percentage of the total enrollment, the SPED enrollment has averaged 17.8 percent during the 1990's but has shown an increase from a low of 454 students in 1990/91 to the current level of 694 students during 1998/99. The number of students who fall into the substantially separate categories has decreased from 13.0 percent of total SPED students to 8.9 percent for school year 1998/99.

Chart 22-1

Milton Public Schools
SPED Enrollment
Based on October 1 Reports

School Year Ending	Total Enrollment	Total SPED	SPED as % of Total Enrollment	Substantially Separated	Substantially Separated as % of SPED
1991	3,133	454	14.5%	59	13.0%
1992	3,281	493	15.0%	61	12.4%
1993	3,352	620	18.5%	59	9.5%
1994	3,508	650	18.5%	57	8.8%
1995	3,649	688	18.9%	56	8.1%
1996	3,787	739	19.5%	73	9.9%
1997	3,822	695	18.2%	63	9.1%
1998	3,930	753	19.2%	76	10.1%
1999	3,972	694	17.5%	62	8.9%

Note: Data obtained from MPS Oct 1 Reports

SPED costs increased $1.5 million or 75.0 percent, from FY93 to FY98 while the increase in total school spending for the same period was $7.8 million or 45.9 percent. During FY98, SPED expenditures were $3.5 million or 20.6 percent of the total school expenditures as compared to FY93, when SPED expenditures were $2.0 million or 11.8 percent of the total school expenditures.

Chart 22-2

Milton Public Schools
Total Expenditures as Reported to DOE
(in millions of dollars)

				FY93-FY98	
	FY89	FY93	FY98	$ Incr. / Decr.	% Incr. / Decr.
Special Education	$2.0	$2.0	$3.5	$1.5	75.0%
Transportation	$0.2	$0.2	$0.4	$0.2	100.0%
Total	$2.2	$2.2	$3.9	$1.7	77.3%

Note: Data obtained from MPS

23. Dropout and Truancy

MHS drop out rate for school year 1996/1997 is 1.1 percent. This is one-third of the state average of 3.4 percent, and one-halve the 2.1 percent average of the fourteen communities of similar population to Milton. MHS dropout rate has remained consistently low. Milton has the third lowest dropout rate of the fifteen comminutes shown in chart 23-1. The district does not have a formal program to maintain low dropout rates. Each at risk student is counseled extensively by teachers, guidance counselors, and assistant principals before they become a dropout. MPS encourages those students who dropout to attend an after-school program (3-6 P.M.) at the high school to earn credits toward a diploma. The after-school program is individualized for each student.

Truancy has not been a problem in the MPS. Any student who is absent without written permission from his/her parent or guardian is given Saturday morning (8-12A.M.) detention. There have been very few repeat offenders.

Chart 23-1

High School Dropout Rates
Selected Communities by 1996 Population
FY93 - FY97

Community	FY93	FY94	FY95	FY96	FY97	1996 Population
Dedham	0.8	3.0	3.8	1.3	3.8	23,741
Belmont	0.5	0.5	0.7	1.4	0.8	24,044
North Andover	1.0	1.2	1.1	3.2	1.7	24,283
Danvers	0.9	2.1	1.7	2.9	1.4	24,467
Wakefield	2.9	2.3	1.2	3.3	0.5	24,756
Milford	2.1	3.7	3.2	2.0	2.8	25,194
North Attleborough	2.9	2.6	4.3	2.3	4.7	25,550
Milton	**0.1**	**1.1**	**0.9**	**1.0**	**1.1**	**25,794**
West Springfield	4.2	3.9	3.8	3.5	3.7	26,192
Saugus	1.1	3.1	3.0	3.0	2.8	26,223
Franklin	1.0	1.1	2.0	2.2	1.3	26,664
Agawam	3.1	3.3	3.7	3.2	2.4	26,721
Shrewsbury	2.3	3.4	2.0	2.0	2.7	26,771
Melrose	0.6	0.9	0.7	1.4	1.2	27,426
Stoughton	2.4	3.1	3.1	1.3	1.2	27,481
Average These Communities	1.7	2.4	2.5	2.3	2.1	25,687
Median These Communities	1.1	2.6	2.0	2.2	1.7	25,794
State Average	3.5	3.7	3.6	3.4	3.4	17,357

Note: Data provided by DOE

24. Maintenance and Capital Improvement

The audit team made site visits to all six schools in the district. These buildings were found to be old, overcrowded and in need of major renovations or enhancements.

MPS receives capital improvement and equipment funding through the town's capital planning process. A Capital Budget Advisory Committee was established in 1994 by the Board of Selectmen. In 1996 the Committee was expanded from five to seven members to include the town accountant, the town planner/engineer, a member of the board of selectman, a member of the school committee, a member of the warrant committee, and two citizens. In May 1998 Town meeting unanimously approved a change to the Town's general bylaws which replaced the Capital Budget Advisory Committee with a permanent Capital Improvement Planning Committee. The committee has been charged with requesting, compiling, reviewing, ranking and recommending to the Board of Selectman a list of capital projects for the upcoming fiscal year. A five-year plan has also been developed. For FY99 the town appropriated $410,000 for school capital improvement and equipment purposes which included:

- High school and middle school roof and masonry repairs- $50,000;
- High school and middle school security and life safety systems- $232,500;
- High school unit ventilators - $127,500;

In response to a recent MPS school needs study, the school department researched school building assistance rules and regulations. Section 12 of Ch. 645 of the acts of 1948, "State Aid for School Building Construction", authorizes a reimbursement rate of 61 percent for capital construction for Milton.

MPS has developed a master plan to address the issue of their old, overcrowded and in need of major renovation schools. Specifically, a $101.4 million master plan which includes building new high and elementary schools as well as renovating the existing high school which will become the middle school and renovating two other existing elementary schools. This plan is contingent on a Proposition 21/2-override vote schedule for the fall of 1999. This master plan, if funded via the Proposition 21/2 –override would spend $35.1 million on a new high school, $23.4 million on middle school site work and $42.9 million on elementary schools. The town's portion would be $39.5 million and the state share will be $61.9 million. The last MPS school building was built in 1953. A study by Tappe Associates stated that each school is overcrowded by more than 100 students except for the high school. It is anticipated that the high school will soon reach the overcrowded limit.

25. Curriculum Development

The MPS Assistant Superintendent for Personnel & Curriculum leads curriculum development with the assistance of an elementary coordinator for math/science/technology and an elementary coordinator for language arts/social studies at the K-5 level. Department heads for English, science, social studies, math, home economics, and business administer the curriculum for grades 6-12. Eight directors for various other disciplines such as music, art, technology, etc. administer the curriculum for K-12.

The administration of MPS has developed a system wide five-year plan of " Goals and Objectives" which focus on the following areas:

- Revise student performance standards;
- Review and revise MPS curriculum;
- Redefine assessment process;
- Ensure excellent instruction;
- Improve collaboration between community and school;
- Encourage a respect and celebration of human diversity; and
- To foster a spirit of innovation and change aimed at improving student performance

This led to the development a five-year plan for curriculum development and textbook purchases in 1997 for the school years beginning with 1998/99. In January 1999, an Assessment Planning Team was formed to "review current systemwide assessment practices in the MPS and to make suggestions based on this review, which will maintain, update and/or improve current practice. Our Ultimate goal is to ensure alignment of curriculum and assessment – that is, ensuring that we assess what we value and what we actually teach."

IV. Employee Survey

The audit team conducted a confidential survey of all employees of MPS to provide a forum for teachers and staff to express their opinions on education in MPS. Approximately 440 questionnaires were delivered to school staff and 244 responses were received and tabulated, a response rate of 56.4 percent. Areas covered by the survey include:

1. education reform;
2. education goals and objectives;
3. curriculum;
4. planning;
5. communications and mission statements;
6. budget process;
7. professional development;
8. supplies;
9. facilities; and
10. computers and other education technology.

Appendix D shows the teachers' answers to the survey questions. The Superintendent also received a summary of responses.

The survey results indicate that education reform is a high priority in Milton. Eighty-three percent of teachers think that education reform issues are considered when their own school plans are made and 83 percent think that also applies to districtwide plans. Eighty - nine percent believe that the school district is taking positive steps to improve education and 71 percent state that their job has changed because of education reform.

Teachers have a clear understanding about the school district's goals and objectives (84 percent) and how they relate to their jobs (85 percent). Sixty-five percent feel that they have a role in developing their own goals and objectives and 75 percent confirm that there are indicators used to measure their progress toward their goàls and objectives.

The survey also indicates that 42 percent of the teachers do not think that an increase in school funding is tied directly to improvements in education. Fifty percent of teachers think that improvements in education at the school would have occurred without education reform.

Teachers are very positive about curriculum development in Milton. Sixty-nine percent believe that the curriculum is coherent and sequential. Eighty-five percent feel that there is a coherent, on-going effort within MPS to keep curriculum current.

Seventy-five percent feel that teachers play an important role in reviewing and revising the curriculum. They are also less positive that the curriculum now in use in their school will improve student test scores. Only 63 percent believe it will, while 4 percent think it will not. A majority of respondents, 60 percent, believe that the curriculum does not impact test scores as much as how a subject is taught by a teacher.

V. Superintendent's Statement – Education Reform

As part of this review, the Superintendent was asked to submit a brief statement expressing her point of view with respect to three areas:

1. school district progress and education reform since 1993;
2. barriers to education reform; and
3. plans over the next three to five years.

The Superintendent's statement is included in *Appendix E*.

VI. Appendix

Appendix A1	School Committee Budgets
Appendix A2	Budgeted Salaries
Appendix B1	Foundation Budget Line Items Targets and Expenditures FY94, FY96-FY97 - Table
Appendix B2 - 3	Foundation Budget Line Items Targets and Expenditures FY94, FY96-FY97 - Graph
Appendix C	Mass. Educational Assessment Program (MEAP) Summary Scores for grades 4, 8 and 10 prepared by DOE
Appendix D	Employee Survey Results
Appendix E	Superintendent's Statement on Education Reform Accomplishments, Barriers and Goals
Appendix F	Comparison of MCAS Average Scaled Scores
Appendix G	Auditee's Response

Milton Public Schools
School Committee Budgets

Function Code	Description	FY89	FY93	FY89 - FY93 $ Incr.	FY89 - FY93 % Incr.	FY98	FY93 - FY98 $ Incr.	FY93 - FY98 % Incr.
1100	School Committee	$20,748	$25,176	$4,428	21.3%	$31,497	$6,321	25.1%
1200	Central Administration	$388,271	$428,065	$39,794	10.2%	$504,680	$76,615	17.9%
1400	Data Processing	$47,928	$41,040	-$6,888	-14.4%	$89,602	$48,562	118.3%
2100	Instructional Supervision	$442,936	$497,679	$54,743	12.4%	$858,592	$360,913	72.5%
2200	Principals Office	$604,922	$709,296	$104,374	17.3%	$674,494	($34,802)	-4.9%
2300	Teaching Services	$7,376,476	$8,639,965	$1,263,489	17.1%	$12,714,569	$4,074,604	47.2%
2350	Professional Development					$108,176	$108,176	100.0%
2400	Textbooks	$67,967	$112,217	$44,250	65.1%	$74,060	($38,157)	-34.0%
2500	Library Services	$27,500	$269,766	$242,266	881.0%	$275,503	$5,737	2.1%
2600	Audio Visual	$13,000	$16,650	$3,650	28.1%	$206	($16,444)	-98.8%
2700	Guidance	$378,480	$429,673	$51,193	13.5%	$647,923	$218,250	50.8%
2800	Psychological Service	$102,245	$126,716	$24,471	23.9%	$0	($126,716)	-100.0%
3250	Attendance	$7,523	$6,744	-$779.	-10.4%	$13,100	$6,356	94.2%
3200	Health Service	$93,809	$138,475	$44,666	47.6%	$205,966	$67,491	48.7%
3300	Pupil Transportation	$469,627	$527,787	$58,160	12.4%	$591,837	$64,050	12.1%
3510	Athletics	$235,974	$160,995	-$74,979	-31.8%	$247,767	$86,772	53.9%
4100	Custodial Salaries	$568,561	$647,625	$79,064	13.9%	$691,016	$43,391	6.7%
4110	Custodial Supplies	$46,700	$38,000	-$8,700	-18.6%	$47,500	$9,500	25.0%
4120	Heating Building	$346,795	$386,523	$39,728	11.5%	$449,354	$62,831	16.3%
4130	Utility Services	$83,250	$81,000	-$2,250	-2.7%	$117,000	$36,000	44.4%
4200	Maint Salaries	$188,214	$177,682	-$10,532	-5.6%	$209,388	$31,706	17.8%
4210	Maint of GroundsEquip	$16,000	$7,000	-$9,000	-56.3%	$6,000	($1,000)	-14.3%
4220	Maint. Of Builidings	$231,780	$162,650	-$69,130	-29.8%	$356,900	$194,250	119.4%
4230	Maint. Of Equip.	$15,050	$32,000	$16,950	112.6%	$21,500	($10,500)	-32.8%
7300	Acquisition & Imp. of Eqipme	$109,342	$60,399	-$48,943	-44.8%	$20,000	($40,399)	-66.9%
7400	Replacement of Equipment	$11,448	$7,675	-$3,773	-33.0%			
9100	Prog. With other Districts	$744,346	$678,508	-$65,838	-8.8%	$1,141,918	$463,410	68.3%
9400	Tuition Collaborative					$58,000		
9700	Capital Proj.					$436,876	$436,876	100.0%
	Grand Total	$12,638,892	$14,409,306	$1,770,414	14.0%	$20,593,424	$6,184,118	42.9%

Note: Data provided br MPS

Milton Public Schools
School Committee Budgets Salaries & Wages

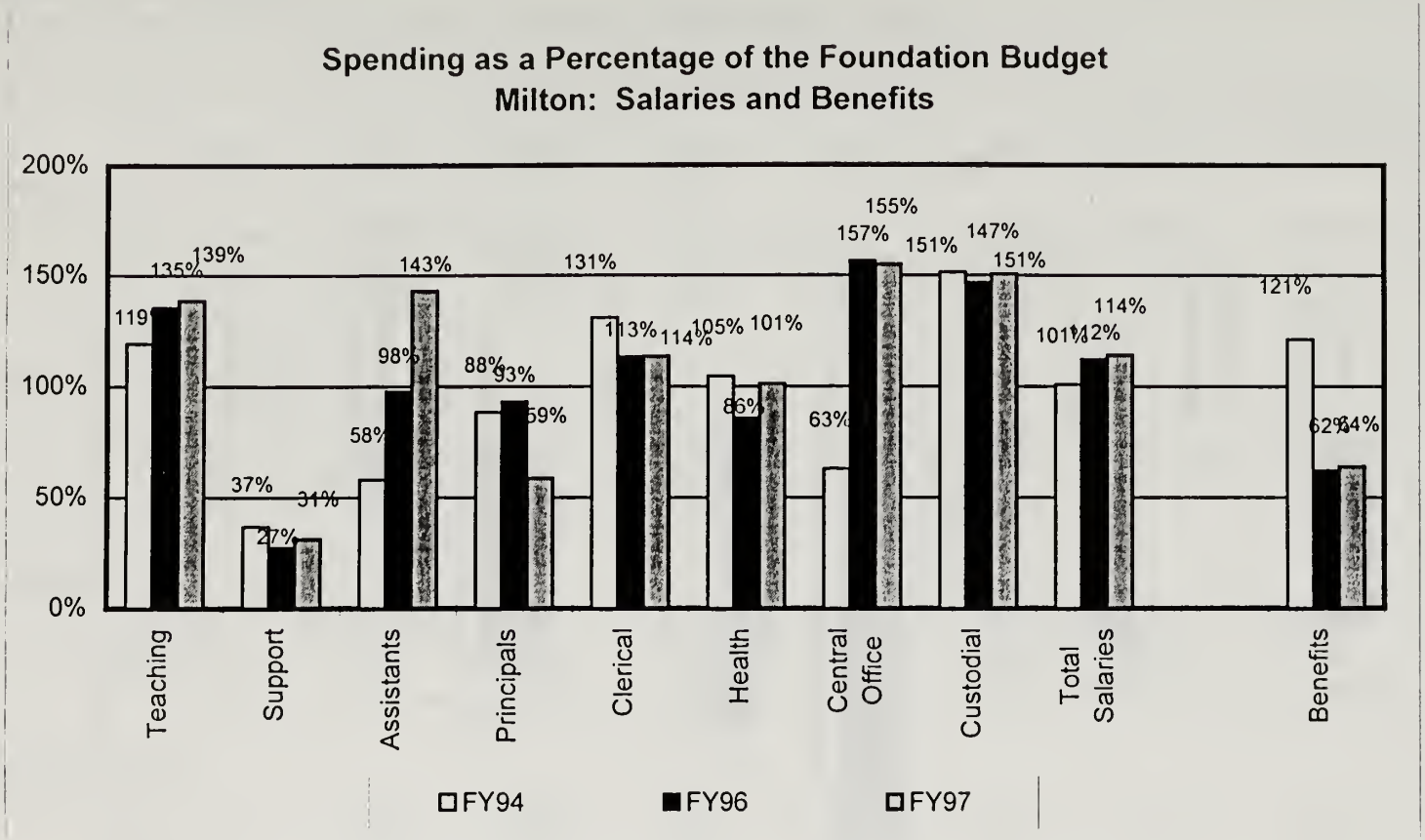
Function Code	Description	FY89	FY93	FY89-FY93 $ Incr.	FY89-FY93 % Incr.	FY98	FY93-FY98 $ Incr.	FY93-FY98 % Incr.
1100	School Committee	$2,348	$2,976	$628	26.7%	$3,697	$721	24.2%
1200	Superintendent's Offic	$358,571	$395,615	$37,044	10.3%	$465,480	$69,865	17.7%
1400	Data Processing	$37,328	$29,890	($7,438)	-19.9%	$74,344	$44,454	148.7%
2100	Supervision	$381,305	$497,679	$116,374	30.5%	$858,592	$360,913	72.5%
2200	Principals	$576,435	$569,425	($7,010)	-1.2%	$674,494	$105,069	18.5%
2300	Teaching	$6,141,469	$8,210,050	$2,068,581	33.7%	$12,335,163	$4,125,113	50.2%
2500	Library	$0	$239,407	$239,407	100.0%	$275,503	$36,096	15.1%
2700	Guidance Services	$272,773	$429,673	$156,900	57.5%	$647,923	$218,250	50.8%
2800	Phychological Service	$0	$126,716	$126,716	100.0%	$0	($126,716)	-100.0%
3100	Attendance	$5,229	$6,144	$915	17.5%	$12,000	$5,856	95.3%
3200	Health Services	$85,043	$126,920	$41,877	49.2%	$191,385	$64,465	50.8%
3301	Transportation	$0	$13,000	$13,000	100.0%	$0	($13,000)	-100.0%
3510	Athletics	$125,945	$128,684	$2,739	2.2%	$161,349	$32,665	25.4%
4110	Custodial	$568,561	$647,625	$79,064	13.9%	$691,016	$43,391	6.7%
4220	Maintainance of Buildi	$188,214	$177,682	($10,532)	-5.6%	$209,388	$31,706	17.8%
	Grand Totals	$ 8,743,221	$ 11,601,486	$ 2,858,265	32.7%	$ 16,600,334	$ 4,998,848	43.1%

Note: Data provided br MPS

Milton Public Schools
Net School Spending According to Foundation Budget Categories
(in thousands of dollars)

	Reported Expenditures				Foundation Budget				Variance Expend. over(under) Foundation			
	FY94	FY96	FY97	FY98	FY94	FY96	FY97	FY98	FY94	FY96	FY97	FY98
Teaching Salaries	$8,925	$10,177	$10,977	$11,910	$6,489	$7,512	$7,919	$8,340	$2,436	$2,665	$3,058	$3,570
Support Salaries	$769	$664	$808	$856	$2,086	$2,421	$2,585	$2,721	($1,317)	($1,757)	($1,777)	($1,865)
Assistants' Salaries	$195	$376	$574	$608	$337	$385	$401	$415	($142)	($9)	$173	$193
Principals' Salaries	$565	$688	$460	$489	$639	$739	$783	$823	($74)	($51)	($323)	($334)
Clerical Salaries	$496	$496	$524	$548	$379	$437	$461	$484	$117	$59	$63	$64
Health Salaries	$148	$141	$174	$180	$142	$164	$172	$180	$6	($23)	$2	$0
Central Office Salaries	$384	$1,100	$1,151	$1,197	$611	$702	$742	$779	($227)	$398	$409	$418
Custodial Salaries	$854	$961	$1,042	$1,064	$564	$654	$691	$728	$290	$307	$351	$336
Total Salaries	$12,337	$14,602	$15,710	$16,853	$11,247	$13,014	$13,754	$14,470	$1,090	$1,588	$1,956	$2,383
Benefits	$1,911	$1,131	$1,230	$1,241	$1,578	$1,824	$1,925	$2,121	$333	($693)	($695)	($880)
Expanded Program					$50	$83	$81	$99	($50)	($83)	($81)	($99)
Professional Development	$0	$69	$69	$78	$257	$298	$315	$332	($257)	($229)	($246)	($254)
Athletics	$174	$222	$216	$253	$174	$201	$217	$232	$0	$21	($1)	$21
Extra-Curricular	$0	$0	$0	$0	$95	$110	$117	$124	($95)	($110)	($117)	($124)
Maintenance	$1,006	$1,190	$991	$1,110	$732	$846	$895	$939	$274	$344	$96	$171
Special Needs Tuition	$732	$1,071	$1,050	$1,162	$425	$481	$506	$534	$307	$590	$544	$628
Miscellaneous	$79	$168	$145	$166	$302	$348	$367	$384	($223)	($180)	($222)	($218)
Books and Equipment	$531	$991	$1,228	$1,067	$914	$1,052	$1,112	$1,164	($383)	($61)	$116	($97)
Extraordinary Maintenanc	$0	$43	$8	$510	$488	$564	$597	$626	($488)	($521)	($589)	($116)
Total Non-Salaries	$2,522	$3,754	$3,708	$4,346	$3,437	$3,983	$4,207	$4,434	($915)	($229)	($499)	($88)
Total	$16,769	$19,487	$20,648	$22,440	$16,262	$18,821	$19,886	$21,025	$507	$666	$762	$1,415
Revenues	$82	$114	$82	$0	$0	$0	$0	$0	$0	$0	$0	$0
Net School Spending	$16,687	$19,374	$20,566	$22,440	$16,262	$18,821	$19,886	$21,025	$507	$666	$762	$1,415

Note: Data obtained from DOE and MPS. Totals may not add due to rounding.


Spending as a Percentage of the Foundation Budget
Milton: Salaries and Benefits
200%
150%
100%
50%
0%
119%
135%
139%
37%
27%
31%
58%
98%
143%
88%
93%
59%
131%
113%
114%
105%
86%
101%
63%
155%
157%
151%
147%
151%
101%
112%
114%
121%
62%
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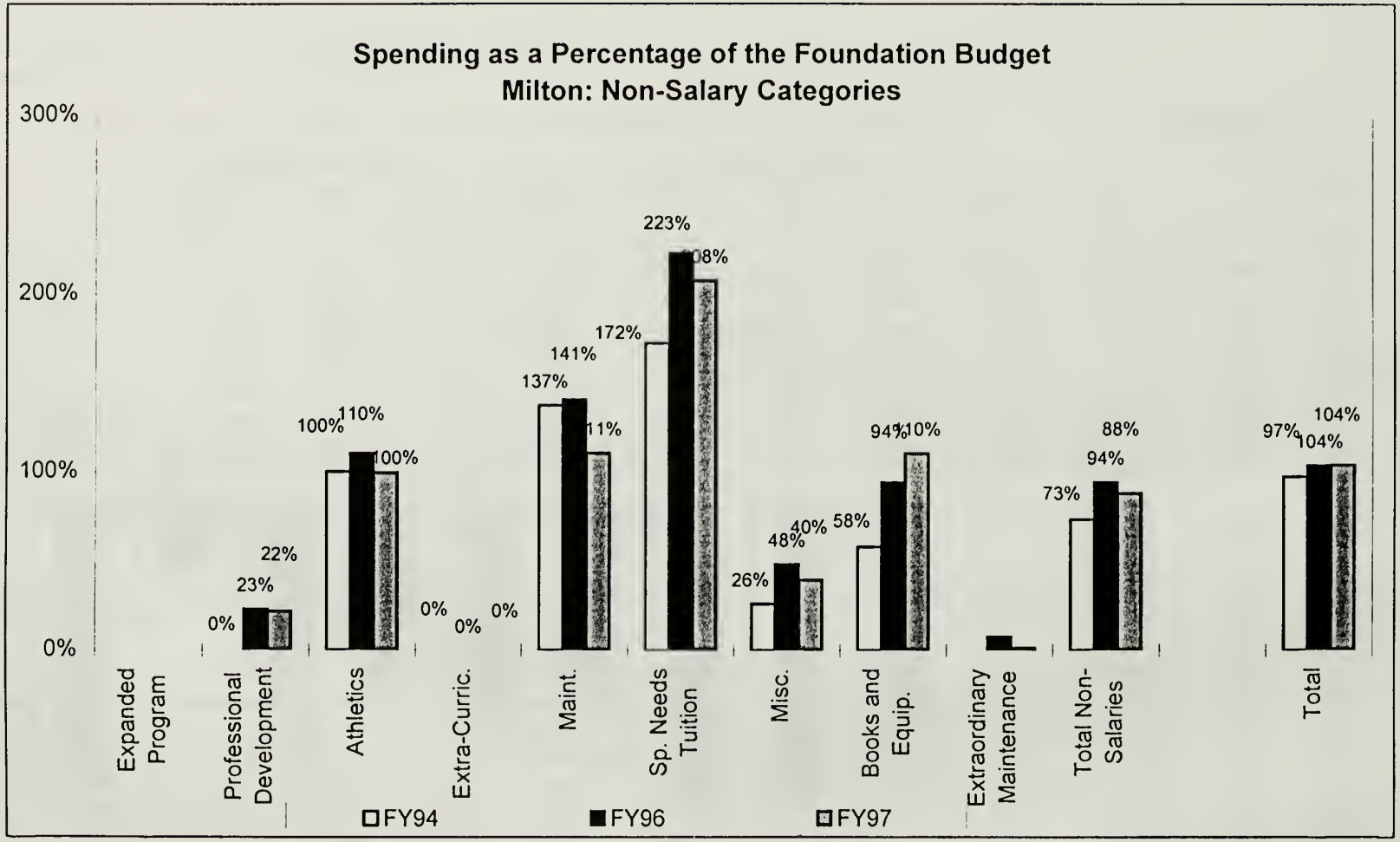
Benefits
FY94
FY96
FY97


Spending as a Percentage of the Foundation Budget
Milton: Non-Salary Categories
300%
200%
100%
0%
Expanded Program
Professional Development
Athletics
Extra-Curric.
Maint.
Sp. Needs Tuition
Misc.
Books and Equip.
Extraordinary Maintenance
Total Non-Salaries
Total
0%
23%
22%
100%
110%
100%
0%
0%
0%
137%
141%
11%
172%
223%
08%
26%
48%
40%
58%
94%
10%
73%
94%
88%
97%
104%
104%
FY94
FY96
FY97

Milton Public Schools
Massachusetts Educational Assessment Program (MEAP) Scores

	Grade	1988	1990	1992	1994	1996	1988-96 Change	1996 State Average	1996 MPS Over/(Under) State Avg.
Reading									
	4	1380	1410	1460	1430	1440	60	1350	90
	8	1340	1390	1350	1440	1440	100	1380	60
	10	N/A	N/A	N/A	1320	1320		1310	10
Math									
	4	1420	1430	1440	1410	1410	-10	1330	80
	8	1350	1380	1390	1380	1360	10	1330	30
	10	N/A	N/A	N/A	1300	1310		1310	0
Science									
	4	1390	1390	1420	1390	1410	20	1360	50
	8	1310	1370	1350	1320	1360	50	1330	30
	10	N/A	N/A	N/A	1310	1310		1310	0
Social Studies									
	4	1380	1430	1430	1400	1410	30	1340	70
	8	1350	1430	1370	1400	1380	30	1320	60
	10	N/A	N/A	N/A	1320	1310		1300	10

Note: N/A indicates that test was not given to all grades in all years. Data obtained from DOE

EMPLOYEE SURVEY - Milton

Teachers

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

Note: Percentages may not add to 100% due to rounding

1	Education Reform	1&2		4 &5		3
1.a.	Are you familiar with the issues of Education Reform, the Law passed in 1993?	86%		5%		9%
1.b.	Do you feel you have a good understanding of the purpose and the goals of the law?	82%		7%		12%
1.c.	Do you feel that there is a lot of confusion about what Education Reform is all about?	45%		27%		28%
1.d.	Do you feel the issues of Education Reform are considered when school district plans are made?	83%		5%		12%
1.e.	Do you feel the issues of Education Reform are considered when school-based plans are made?	83%		4%		13%
1.f.	In your opinion is the school district taking positive steps to improve education?	89%		8%		4%
1.g.	Do you feel your job has changed because of Education Reform?	71%		13%		16%
1.h.	Do you think there has been an improvement in student achievement in your school due to Education Reform?	30%		27%		44%
1.i.	Do you think the improvements in education at the school would have happened without Education Reform?	50%		9%		41%
1.j.	Have you perceived an increase in school funding tied directly to improvements in education in your district?	28%		39%		33%

2	Educational Goals and Objectives	1&2		4 &5		3
2.a.	Are the school administration's goals and objectives generally clear and understandable?	84%		8%		8%
2.a.	Are you clear about the school district's goals and objectives as they relate to your own job?	86%		8%		8%
2.c.	Are there indicators issued to measure progress toward goals and objectives generally?	72%		10%		17%
2.d.	Are there indicators used to measure your progress toward goals and objectives?	75%		10%		15%
2.e.	Do you have a role in developing these goals and objectives?	65%		22%		14%

EMPLOYEE SURVEY - Milton

Teachers

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

Note: Percentages may not add to 100% due to rounding

3	Curriculum	1&2		4 &5		3
3.a.	Do you believe that your district's curriculum is coherent and sequential?	86%		14%		17%
3.b.	Do you believe that your curriculum is challenging and tied to preparing students for life after secondary school?	86%		6%		8%
3.c.	Is there a coherent, on-going effort within the district to keep curriculum current with evolving trends and best practices in pedagogy and educational research?	85%		6%		9%
3.d.	Do teachers play an important role in reviewing and revising curriculum in the district?	75%		8%		16%
3.e.	Will the curriculum now in use in your school improve student test scores?	63%		4%		34%
3.f.	Do you believe that the curriculum content does not impact test scores as much as how a subject is taught by a teacher?	60%		20%		20%

4	Planning	1&2		4 &5		3
4.a.	Is the planning for important issues (e.g. curriculum, budgetary, etc.) within the district a top-down process?	74%		9%		17%
4.a.1.	If the answer is "Definitely yes" (1) or "Generally yes" (2), is there an important role for teachers and professional staff in the planning process?	57%		18%		24%
4.b.	If staff does not have an important role in developing plans, are decisions made by the central office/school committee explained so that you can understand the basis for the decision/policy?	55%		18%		27%

5	Communications and Mission Statement	1&2		4 &5		3
5.a.	Is there adequate on-going communication between teachers and district administrators? In other words, do you think that you know what is going on in the district?	61%		20%		19%
5.b.	Is there adequate communication between you and your superiors?	73%		14%		13%
5.c.	Is there a mission statement in place for your school district?	81%		5%		14%
5.d.	Is there a mission statement in place for your school?	79%		6%		15%
5.e.	Does the mission statement define how the school is run, and how students are taught?	69%		5%		26%
5.f.	Are these mission statements applied in the operation of the school and the teaching of students?	70%		6%		24%

EMPLOYEE SURVEY - Milton
Teachers

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

Note: Percentages may not add to 100% due to rounding

6	Budget Process	1&2		4 &5		3
6.a.	Do you understand your school budget process?	55%		24%		21%
6.b	Do you understand how the budget process impacts your department?	65%		16%		19%
6.c.	Is the school budgeting process fair and equitable?	30%		22%		47%
6.d.	Are budgetary needs solicited and adequately addressed in the budget process?	39%		23%		38%
6.e.	Once the budget is approved and implemented, does the allocation and use of funds match the publicly stated purposes?	54%		9%		37%
6.f.	Given the circumstances, the school department seems to be doing the best it can with in the school budget process.	64%		12%		23%
6.g.	Are there deficiencies in this process?	29%		18%		53%

7	Professional Development	1&2		4 &5		3
7.a.	Is there an adequate professional development program in your school?	84%		8%		8%
7.b.	Is the program designed to meet school needs and tied to the new frameworks and assessments?	84%		7%		9%
7.c.	Is the program designed to change the content of pedagogy in classrooms?	74%		13%		13%
7.d.	Are there deficiencies in the professional development program?	40%		35%		25%
7.e.	Did you participate in the professional development program in 1997/98?	91%		9%		0%
7.f.	Professional development is making a difference and will improve education in my school district.	71%		12%		17%

EMPLOYEE SURVEY - Milton
Teachers

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

Note: Percentages may not add to 100% due to rounding

8	Supplies	1&2		4 &5		3
8.a.	Have you generally received sufficient and appropriate supplies to do your job?	62%		28%		10%
8.b.	Have you generally received sufficient and appropriate basic educational supplies (e.g. chalk, paper, pens, pencils, etc.) to do your job?	69%		21%		10%
8.c.	Have you generally been supplied with a sufficient number of a current edition of textbooks?	62%		26%		12%
8.d.	Are students given a copy of these textbooks to keep at home during the year?	4%		94%		2%
8.e.	Have you generally been supplied with sufficient ancillary curriculum materials (e.g. current maps, lab supplies, videos, etc.)?	43%		40%		17%
8.f.	Is the process for obtaining supplies and materials effective, time sensitive and responsive to your classroom needs?	51%		32%		18%

9	Facilities	1&2		4 &5		3
9.a.	How would you rate the overall state of school facilities (e.g. cleanliness, security, maintenance, structural integrity)?	22%		61%		17%
9.a.	How would you rate the overall state of classrooms, labs, and other teaching rooms/areas?	18%		63%		19%
9.c.	How would you rate the overall state of the common areas (e.g. hallways, stairwells, and cafeteria)?	23%		59%		18%
9.d.	How would you rate the overall state of the areas outside of the building (e.g. playgrounds, walk-ways and grounds)?	33%		39%		28%
9.e.	Would you agree with the following statement: "The school administration makes an effort to provide a clean and safe working environment."	75%		10%		15%

EMPLOYEE SURVEY - Milton
Teachers

Rating Scale		
Yes/No Questions		Opinion
yes	1&2	Good to Excellent
No	4 &5	Not good, inadequate
Not sure, one way or the other	3	OK - could be better, could be worse

Note: Percentages may not add to 100% due to rounding

10	Computers and other Educational Technology	1&2		4 &5		3
10.a.	Are the usage of computers and other technological tools a significant part of the management practices at the school?	68%		15%		17%
10.b.	Are the usage of computers and other technological tools a significant part of the instructional practices at the school?	52%		27%		22%
10.c.	In terms of student usage, are computers generally available only in a computer laboratory setting or library/media center?	62%		30%		8%
10.d.	How many computers are located in your classroom?	Avg. of 1.2				
10.e.	Do you have a school computer provided for and dedicated for your usage?	51%		48%		1%
10.f.	Is there a school computer provided for and shared by you and other teachers?	56%		37%		7%
10.g.	Are there computers available for and used on a regular basis by students?	65%		24%		11%
10.h.	About how many minutes a week does each student use a computer? (Estimated) ____min.	35 minutes				
10.i.	Is the number of available computers sufficient for the number of students?	23%		66%		11%
10.j.	Are the computers in good working order?	50%		25%		26%
10.k.	Are the software packages in the computers uniform and consistent with the instructional level to be provided?	58%		13%		29%
10.l.	Is there a policy or program providing for computer training for teachers on software and computers used by students?	62%		17%		22%

SUPERINTENDENT'S STATEMENT
EDUCATION REFORM

Education Reform is having a significant impact on the Milton Public Schools. I am happy to express my point of view with regards to the three areas you have requested. These are:

1. School district progress and Education Reform since 1993
2. Barriers to Education Reform
3. Plans over the next three to five years

1. SCHOOL DISTRICT PROGRESS AND EDUCATION REFORM SINCE 1993

The Milton Public Schools' achievements during Education Reform include:

- Improved Iowa Test Scores by ten percentile points
- Continued excellence in college placements, e.g., four seniors who applied early to Yale were accepted early to Yale and 80% of students were accepted at their first choice school
- Raised expectations for student performance which has resulted in higher student achievement
- Emphasized curriculum development and alignment with DOE frameworks which resulted in everyone knowing what is to be taught and learned
- Implemented a single form of assessment in both the MCAS and Iowa Tests and developed alternative forms of assessment
- Delegated to principals with superintendent's final approval the hiring and firing of personnel and continued to follow the Milton School Committee policy of always hiring the best and brightest candidates
- Extended the school day at every level. By next year Milton High School and Pierce Middle School will exceed the 990 hours required for secondary schools and the four elementary schools will exceed the 900 hour requirement
- Raised the standards for teacher and administrator performance and developed new evaluation and observation procedures
- Increased graduation requirements – New requirements include a fourth year of math and a full semester of speech as well as a computer course. The total number of credits has increased from 100 to 120 .
- Developed relevant and productive professional development programs designed to improve teacher performance and student achievement and involved teachers in the process
- Began to decentralize the budget
- Forged bonds with parents, teachers and community members by forming active School Site Councils focused on school improvement

- Initiated a Community Service Learning program at Milton High School to support our belief that learning is not restricted to classrooms or schools. All students must complete 49 hours of Community Service Learning per year. Last year our students contributed 36,514 hours of service to the community. At a minimum wage of $5.75 per hour, this service is valued at $210,000.
- Initiated an extended day program at Pierce Middle School which requires all students to take at least one course after school hours. Students choose from courses to extend and enrich the curriculum. Offerings include Russian, Italian, Study Skills, "Can't Do Math Workshop", Math Counts, etc.
- Required teachers, administrators and managers to stay current by enrolling in courses necessary to renew Department of Education teacher certificates
- Welcomed an improved caliber of teacher candidates who had to pass the new teacher certification test
- Introduced a class size "cap" of 25 students at elementary school and reduced the number of overcrowded classes
- Removed from school students who demonstrated dangerous behaviors

Additional programs may be measured by the following highlights of the past six years:

Mathematics:

- Introduced IMP (Interactive Math Program) in grades 9-12. IMP integrates algebra, geometry and pre-calculus and emphasizes a problem solving approach to math. School district participation in IMP is a competitive process. IMP is offered in fewer than 20 schools in Massachusetts
- Added a computer-based Advanced Placement Probability and Statistics course at Milton High School
- Added a computer-based math course at Milton High School
- Implemented for all sixth grade students the Grade 7 Chicago Math Program

Science:

- Introduced a new grade six Science Program with a focus on physical science and hands on laboratory methodology
- Expanded to all students grade six participation in a simulated space mission at Christa MacAuliffe Space Center
- Introduced a new Oceanography Course and a new Environmental Science Course as well as new Advanced Placement Physics and AP Chemistry Courses and increased from 50% to 96% the number of students enrolled in science courses at Milton High School over the past several years

World Languages:

- Completed expansion of French Immersion Program through grade 12. In primary grades, 100% of instruction is in French tapering to 70% - 50% and at secondary level to one or two courses a year. Almost all French Immersion juniors and seniors have passed the AP French Exam
- Began pilot FLES (Foreign Language in Elementary Schools) Program in Spanish for grade one students at Tucker which is being expanded to all first grades next year
- Completed phase-in of increased world language requirement from former 1½ years to 3 years at Pierce Middle School. Our students have the opportunity to take either seven years of one world language and four years of another or twelve years of one world language and four years of another. This makes Milton Public Schools unique in Massachusetts and rare in the nation.
- Increased from 80-89% the number of students enrolled in a world language at Milton High School and increased the number of students taking two world languages to a total of 100 students.
- Added Advanced Placement Literature Courses in Latin, Spanish and French

Art:

- Changed curriculum to incorporate lessons from Artistic and Creative Enrichment for all students and revised curriculum to be more demanding by instituting homework and vocabulary tests beginning at middle school and by using a variety of assignments and self-assessments on all levels

Music:

- Increased the size and improved the quality while strengthening the requirements for participation in Band, String Ensemble and Chorus, and initiated an Honors Band, Honors Chorus and Honors String Ensembles at Pierce Middle School and Milton High School
- Introductory Advanced Placement Music Course next fall

Performing Arts:

- Introduced drama courses at Pierce Middle School and Milton High School and instituted Milton High School Dramatic Society which performs a Shakespearean play and modern works each year

English:

- Trained most faculty in the John Collins Writing Across the Curriculum Program and began implementation of the program in grades 1-12

Social Studies:

- Incorporated writing standards into the Social Studies curriculum
- Broadened grading policies to include a wide range of assessment tools
- Used interdisciplinary approaches and established a new course called The American Experience which combines American History and American Literature
- Introduced two new one semester courses Women in History and People of Color in History

Technology:

- Developed a K-12 Technology Plan
- Integrated skills learned in Microsoft Office 97 – word processing, database and power point into various curriculum areas
- Established Technology Design Teams with representatives from all subject areas and all grade levels to plan ways to integrate technology across the curriculum
- Trained teachers at every school to create school Web Sites
- Completed the installation of computer labs in each elementary school
- Added two new computer labs at Milton High School

Personnel:

- Instituted an inclusive and participatory process to hire administrators and some teachers

Collective Bargaining:

- Used interest based bargaining to negotiate contracts that benefit education. For example, added days to teachers and administrators work year and lengthened the workday at all levels. Also eliminated all half days (except last day of school). Next year this means the equivalent of 11 more school days for students

Collaborative Relationships:

- Established collaborative relationships with the following: Milton Foundation for Education, Milton Partnership for Education, Milton Academy-Saturday Program, Boston College High School, Milton Police Department, MassPep (Massachusetts Pre-Engineering Program), Milton Garden Club, Milton Art Museum, Forbes Museum, Milton Hospital, Milton Public Library, Milton Council on Aging, Milton Food Pantry, Meals on Wheels, Aquinas College, League of Women Voters, Columbine Cliffs Neighborhood Association, Trailside Museum, DeWolfe Realtors, Milton Historical Society, Milton Junior Women's Club, Blue Hills Observatory, MWRA (Massachusetts Water Resource Authority), Mass Respiratory Hospital, Curry College, Cranberry School to Career Partnership, AHANA (African American, Hispanic, Asian and Native American Program at Boston College) and PAC (Personnel Administrator's Collaborative Affirmative Action Cooperative)

2. BARRIERS TO EDUCATION REFORM

Some of the barriers to education reform in Milton include:

- Continued inadequate funding. Per pupil expenditures have been below the state average for many years. An increasing student enrollment 43% in Milton versus 12% statewide over a ten year period and a small commercial tax base in the town (4% commercial – 96% residential) combined with low state funding have created a near crisis funding situation. For FY '00 although enrollment is up we have a less than level service budget. A recent survey of the 131 greater Boston communities within the Route 495 belt showed that Milton Public Schools ranked 129th lowest in the increases in per pupil spending over the past ten years

- The funding formula of Ed Reform has hurt Milton. Many wealthier communities receive higher state aid than Milton

- Limitations of Proposition 2 ½ make it impossible for town government to raise the money needed to provide town services without override votes. Imbalance of school funding between urban and suburban districts e.g., taxpayers in Milton pay approximately 90% of school costs and taxpayers in Lawrence pay virtually nothing toward school costs

- Although Milton's MCAS scores are in the top 25% for the state, continued release of test scores for comparison purposes harms public education. Comparisons of this type which don't factor in socio-economic status make wealthy communities look good at the expense of poorer communities.

- Unfunded mandates like special education, time and learning requirements, professional development and new curriculum frameworks strain budgets to breaking points

- MCAS is still too long at all levels and too difficult to schedule at secondary schools

- A sharp decrease in the number and quality of principal and superintendent candidates probably due to increased responsibilities, lack of protection and salaries not commensurate with new roles

- Lack of special programs for regular education students who are expelled

- Continued bashing of public schools, teachers and to a lesser extent school administrators damages the public trust we place in our public schools and makes many forget that public education is the rock upon which our democracy has been built. Improving our education system can be accomplished in more positive ways

- Overcrowded old buildings in poor repair. All six schools were built between 1909 and 1953

- Any new funding formula should have fewer municipal "associated" costs and must be simpler and easier to understand. Factoring in "associated" administrative costs from the town as reported on schedules 1 and 19 help us reach our foundation budget but don't help us educate children or provide resources for schools to operate

3. **FUTURE PLANS:**

- Continued focus on our core values: High Academic Achievement, Excellence in the Classroom, Respect for Human Differences, Collaboration and Communication and Risk Taking and Innovation for Education

- Replace, renovate and/or expand old, obsolete buildings and eliminate school overcrowding. Currently we are 600 elementary seats short and 300 secondary seats short. Enrollment is projected to continue growing for the next ten years

- Fund and have space for full day kindergarten

- Further reduce class size

- Eliminate tracking grades 9-12 by reducing the numbers of levels to two.

- Expand professional development and implementation of writing across the curriculum program

- Use data more effectively to drive instructional change and improvement

- Raise the ceiling and the floor of student achievement and continue our focus on promoting enthusiasm for learning

- Expanded professional development so every teacher has a variety of strategies to help all students succeed

- Use town talent to improve the funding formula – In the last 20 years, from 1979 – 1999, Milton's Chapter 70 state aid has increased by only $978,428 while the state has added approximately $200 million in new state aid in each of the past six years. Significant changes must occur if we are to maintain our current high quality programs

  -In 1979, Milton Public School's total budget was $7,949,000 for an enrollment of 3,614 students. In 1998 the school budget was $20,095,103 for an enrollment of 3,858 students.

  -Twenty years ago Milton was in the top 50% of the forty cities and towns in our Kind of Community. Today we are in the bottom 9%.

Education Reform has given us the academic direction to help students meet the state's educational goals. The revision of the foundation budget must include a more equitable aid distribution to allow Milton to maintain our high quality education system.

The town of Milton has a vibrant and exciting school system. We are proud of our wonderful students, supportive parents and caring School Committee, inspiring teaching, administrative and support staff as well as our ability to provide educational choices and innovative programs. We are also proud of our ability to be resourceful and stretch a dollar. However, operating our schools and improving our school buildings remains a serious concern. We feel that a below average per pupil expenditure and buildings that are tired and crowded cannot provide an adequate learning environment for our students. The state and town's commitment to education keeps us focused on engaging students in a rigorous and enriching educational experience. We sincerely look to the state and the town for resources and guidance in this large undertaking.

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Comparison of MCAS Average Scaled Scores

All Students	Milton Average Scaled Score	State Average Scaled Score	Point Difference
Grade 4:			
English Language Arts	235	230	5
Mathematics	243	234	9
Science & Technology	241	238	3
Grade 8:			
English Language Arts	243	237	6
Mathematics	232	227	5
Science & Technology	229	225	4
Grade 10:			
English Language Arts	241	230	11
Mathematics	229	222	7
Science & Technology	234	225	9
All Students attending this district for Three Years or More			
Grade 4:			
English Language Arts	236	232	4
Mathematics	244	235	9
Science & Technology	242	239	3
Grade 8:			
English Language Arts	243	238	5
Mathematics	234	228	6
Science & Technology	230	227	3
Grade 10:			
English Language Arts	242	234	8
Mathematics	231	225	6
Science & Technology	235	228	7

Note: Data provided by DOE

PUBLIC SCHOOLS
MILTON, MASSACHUSETTS 02186

MARY GRASSA O'NEILL
Superintendent of Schools

MARY C. GORMLEY
Assistant Superintendent
for Curriculum & Personnel

JOHN D. SHEEHAN
Assistant Superintendent
for Business Affairs

August 27, 1999

Mr. Michael Sentance
Chairperson
c/o Mr. Mark Tambascio
Massachusetts Dept. of Revenue
Education Management Accountability Board
P.O. Box 9490
Boston, MA 02205

Dear Mr. Sentance:

The Education Management Accountability Board review of the Milton Public Schools conducted by the Department of Revenue Division of Local Services during May and June has been an informative, interesting and worthwhile experience. Director Dieter Wahl, Auditor-in-charge, Mark Tambascio and Project Team Members Brian Barry and Michael Karagosian were professional, thorough and fair in their review. Each was personable and courteous keeping a respectful distance so they could provide an accurate and objective account of Milton Public Schools achievements during Education Reform. The project Team worked well with elected and appointed officials. They helped interviewees relax and communicate and were open minded listeners. The 56% response rate by employees to their evaluation survey conducted during the end of the school year when teachers are busy with final exams, end of term and end of year grades, graduation, etc. is a testament to the Team and the respect they engendered. We learned a lot and enjoyed working with them.

I particularly value the Team's sensitive and confidential treatment of three difficult employee dismissals which occurred during their time here. Their response to this situation was to volunteer to conduct an audit for FY'99, a year beyond their 89-98 charge. We gratefully accepted their generous offer.

The Town of Milton has a vibrant and exciting school system. We are blessed with terrific students, supportive parents, a caring School Committee and a talented faculty and staff.

We are proud of our strong curriculum, comprehensive art and music programs and our educational options and innovative programs that yield high academic success. We're also proud of our resourcefulness and ability to stretch a dollar. However, operating our schools and improving our school buildings is a very serious concern. Our below average per pupil expenditure and low state aid and our old, tired and overcrowded buildings need immediate attention so we can provide adequate resources for teaching and learning.

We appreciate the time, talent and resources the Commonwealth has invested in Milton during this audit. We sincerely look to the state and the town to increase resources to address these needs and ensure continued high academic achievement for Milton Public School students. We're looking forward to our meeting with the board on September 9, 1999.

Very truly yours,

Mary Grassa O'Neill

Mary Grassa O'Neill
Superintendent of Schools

ACKNOWLEDGMENTS

This report was prepared by the staff of the Education Audit Bureau, Department of Revenue, Division of Local Services.

Education Audit Bureau

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The Division of Local Services would like to acknowledge the professional cooperation extended to the audit team by The Department of Education, Milton Public Schools Superintendent Dr. Mary Grassa O'Neill and the school department staff.